



# TPEAC Pilot Projects Interdisciplinary Team Questionnaire Report

## **SR 104 Hood Canal Bridge Project and SR 24 I-82 to Keys Road Project**

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Prepared by

Annie Szvetcz, Washington Department of Natural Resources

Assistance by

Patricia Betts, Washington Department of Ecology

Bob Zeigler, Washington Department of Fish and Wildlife

Penny Keys, Washington Department of Ecology



## ***Table of Contents***

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<b>Executive Summary .....</b>	<b>iii</b>
<b>Chapter 1 Background .....</b>	<b>1</b>
1.1 Introduction.....	1
1.2 Brief Overview of the Hood Canal Bridge Project.....	2
1.3 Brief Overview of SR 24 Yakima Bridge Project .....	4
<b>Chapter 2 Description of Evaluation .....</b>	<b>5</b>
2.1 Who were the IDT participants? .....	5
2.2 Questionnaires.....	5
2.3 Debriefing .....	6
2.4 Clarification conversations .....	6
2.5 Limitations of the evaluation .....	6
<b>Chapter 3 Results .....</b>	<b>9</b>
3.1 General Impressions and Overview of Comments .....	9
3.1.1 Hood Canal Bridge .....	9
3.1.2 SR 24 Yakima Bridge .....	10
3.2 Comments on Key topics .....	11
3.2.1 IDT Structure and Process .....	11
3.2.2 Permitting Schedule .....	14
3.2.3 Permitting Process .....	18
3.2.4 Project Description and Issue identification .....	22
3.2.5 Dispute Resolution Process.....	26
3.2.6 Public Involvement .....	28
3.2.7 Mitigation and Project Outcomes .....	29
3.2.8 Feedback on the One-Stop Process.....	31
<b>Chapter 4 Conclusion and Discussion .....</b>	<b>39</b>
4.1 Summary .....	39
4.2 Recommendations.....	40

## **Appendices**

- 1 List of Survey Questions
- 2 Sample Scheduling Tool from Hood Canal Bridge
- 3 Hood Canal Bridge Issue Resolution Process
- 4 One-Stop Permitting Process



## **Executive Summary**

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This report documents the results from an evaluation of a permit streamlining process applied to two TPEAC “pilot” projects: SR 104 Hood Canal Bridge and SR 24 Yakima Bridge. The main source of data was comprised of questionnaire responses from participants on interagency permitting teams called “Interdisciplinary Teams” (IDT). The responses included information about how TPEAC’s One-Stop Permitting process was applied to each project as well as feedback about how the IDT functioned to achieve the stated mission and goals of the Team.

The Hood Canal Bridge project involved a complex permitting process on a very tight timeline. Respondents reported that the project benefited from the IDT’s collaborative approach and opportunity for regular communication, particularly given the additional permitting needs of the graving facility. Reported drawbacks included an over ambitious permitting timeline, cost of the process, and concerns that environmental impacts are exaggerated in a multi-agency forum.

The SR 24 Yakima Bridge IDT was surveyed prior to the permitting process. Respondents reported benefits of early (pre NEPA/SEPA) agency involvement. These included the opportunity to identify and discuss potential issues in a timely process and affect the project design and preferred alternative decision prior to the development of the Environmental Assessment. Some of the drawbacks that were identified included the suspension of the project/IDT, a lack of collaborative group process, and high demands of agency staff.

Many respondents emphasized that the IDT process has great potential and is a good first step towards cooperative and efficient permitting. Ten recommendations are suggested in this report to support the efforts of future interagency teams and the streamlining goals of TPEAC in general. These suggestions include convening the Team earlier in the process, improving the One-Stop process to reflect some of the feedback regarding aligning/combining permit applications and review periods, further developing the scheduling tools used in the Hood Canal Bridge project, expanding the use of electronic communication and organizing tools and improving the public involvement and mitigation plan development process.



*“I think we all learned a lot from this process that will help make the next projects and IDT processes go more smoothly.”*

## 1.1 Introduction

In 2001, through ESB 6188, the Washington State Legislature established the Transportation Permit Efficiency and Accountability Committee (TPEAC). TPEAC was established in order to implement environmental permit streamlining for transportation projects. TPEAC is an interagency work group focused on achieving both transportation and environmental goals in an efficient regulatory process.

One of the Subcommittees under TPEAC, currently known as the One Stop/Pilot Subcommittee, focused part of its effort on creating an improved permitting process. The steps for accomplishing this included:

1. developing a new process focused on streamlining,
2. applying the new process to pilot projects,
3. evaluating the pilots’ process for usability, and
4. institutionalizing those identified improvements.

Step 1 was completed in March 2002 when TPEAC adopted a streamlined permitting process.

For Step 2, three pilot projects were initially selected to participate in this process improvement effort. These included the I-405 Intersection with Highway 167 (I-405), Hood Canal Bridge with Port Angeles Graving Facility (Hood Canal Bridge), and SR 24 at I 82 to Keys Road (SR 24 Yakima Bridge).

The I-405 project did not progress due to funding problems. Currently, several portions are included in the Nickel funding package and also proposed for inclusion in the next series of TPEAC pilot projects. Hood Canal Bridge began the permitting process in March 2002 with the formation of an Interdisciplinary Team (IDT). The permitting process was completed in June/July 2003. A contractor was selected and the project commenced construction by August 2003. The IDT for SR 24 started in February 2002 and proceeded at a different pace than the Hood Canal Bridge project. Initially it focused on key design and alternative route issues associated with long term floodplain management. The IDT then had a six month break from December 2002 to June 2003 due to a lack of project funding. It reconvened in June and has since held intermittent meetings to develop a permitting process and timeline.

In order to complete Step 3, the Subcommittee developed and solicited responses from a set of questionnaires for the pilot project’s Interdisciplinary Teams (IDTs). Both the Hood Canal Bridge (HCB) and the SR 24/I-82 to Keys Road project IDTs were surveyed. Only the initial or “Mid-Point Questionnaire” was distributed to the SR 24 IDT (in December 2002) due to its suspension and delay in the permit delivery phase. For Hood Canal Bridge, the Mid-Point questionnaire was distributed in December 2002, to capture

perspectives halfway through the process. Also, a revised questionnaire, referred to as the “Exit Questionnaire,” was distributed to the HCB IDT in June, 2003 to capture perspectives at the end of the process (as well as from the additional permitting process for the associated graving dock). In addition to the formal questionnaires, debriefing sessions and clarification discussions were held with members of the Hood Canal Bridge IDT.

The purpose of the initial “**Mid-Point**” **Questionnaire** was to collect information about:

- how well the One-Stop process was understood by the IDT,
- how the One Stop permitting process was applied to the project, and
- recommendations on improvements, expansions, or changes.

The purpose of the **Exit Questionnaire** was to collect information about:

- how the One Stop permitting process was applied to the project,
- how well the IDT functioned, and
- recommendations on improvements, expansions, or changes.

This paper reports results, both quantitative and qualitative, of the feedback from these two projects. It provides a brief analysis of these results and a list of recommendations for future IDTs (now called “Interagency Project Teams” and “Multi-Agency Permitting Teams”). It can also be used by the One Stop/Pilot Subcommittee, in conjunction with other feedback and information, to make recommendations to TPEAC in order to enhance project delivery efficiencies.

## **1.2 Brief Overview of the Hood Canal Bridge Project**

This project is officially titled as the SR 104 Hood Canal Bridge West Half Retro-fit & East Half Replacement Project (“HCB”). By the time the HCB Interdisciplinary Team formed in March of 2002, WSDOT had spent a significant amount of time planning, designing, and conducting public outreach on the bridge and passenger-only ferry components of the project. Six to seven months into the permitting process the project changed with the addition of the Port Angeles graving facility. This second component had not received the early WSDOT planning and design effort. As a result, the planning, design, and environmental analysis occurred concurrently with the IDT permitting process. The addition of the graving facility occurred after most permitting issues on the bridge site were resolved. Consequently, the permitting process encompassed two separate but related projects.

The HCB IDT started on March 22, 2002 and held its final meeting on June 17, 2003. A total of 24 regular meetings were held in the Tumwater area. Meetings occurred monthly through October of 2002 and were then scheduled twice a month to accommodate an expedited permitting process for the graving dock. The meetings covered a variety of topics including the following:



<b>HCB IDT Meeting elements</b>	
Timeline	NEPA/SEPA
Project design/ refinement, site information	Biological Assessment
Charter	Off-line meeting results
Key issues	Permit processes including public processes
Action item review	Resolution of outstanding issues
Resource agency data needs	Dispute resolution process
Application(s) review and submittal	Meeting evaluation and miscellaneous IDT process tracking and improvement discussions

Off-line meetings were used as a regular tool for handling specific issues that did not include the entire IDT membership. Some of the permitting issues that were raised by the IDT in both types of meetings included the following:

#### Bridge and ferry terminals

- Identification of anchor and pontoon fabrication facilities (this was an issue prior to the decision to site this in Port of Port Angeles)
- New pontoon mooring and anchor storage and disposal of removed pontoons
- Anchor placement, footprint and sea bed loss
- In water creosote structures (existing pilings at ferry terminals)
- Stormwater management on bridge and approach spans and associated impact to nearshore habitat
- Recreational fishing loss or closures (temporary)
- Eelgrass and fish/shellfish habitat (temporary and permanent)
- Operational spill prevention and containment
- Construction effects on endangered species (bulltrout, juvenile salmon, mureletts, bald eagle; underwater pile driving noise to sea birds)
- Derelict fishing net removal
- Timing of construction activities to reduce impacts to wildlife
- Water quality and concrete pouring

#### Graving facility

- SEPA process for addition of graving facility
- Groundwater management (during construction and operation)
- Stormwater management (during construction and operation)
- Water quality –dissolved oxygen, turbidity
- Soils handling, and disposal including contaminated and hazardous soils and potential issues with Rayonier site
- Dredge materials handling and disposal including contaminated sediments (construction)
- Shoreline public access and trails, aesthetics, noise
- Facility flood gate design and operation procedures: fish entrapment/handling
- Timing of construction activities
- Channel design
- Mitigation for aquatic habitat losses
- Fish handling during graving site dewatering.

### **1.3 Brief Overview of SR 24 Yakima Bridge Project**

This project, officially titled SR 24/I-82 to Keys Road, is intended to provide congestion relief and replace the SR 24 bridge over the Yakima River.

The IDT convened on February 27, 2002 and was suspended in December 2002 due to project funding constraints and WSDOT's focus on drafting the Environmental Assessment. During that period, six regular meetings were held in Yakima in order to discuss the project timeline, alternatives, IDT charter, key issues, and the NEPA/SEPA process.

The IDT identified the following permitting and environmental issues:

- Floodplain problems
- Impacts to wetlands
- Hazardous materials
- Section 4(f) evaluation and impacts to public parks
- Coordinating transportation decisions with other federal, state and local planning efforts (long term flood plain management plan for project site and river)
- Environmental benefits and impacts of a northern bridge alternative/alignment
- Consideration of future environmental benefits as mitigation

By December of 2002, WSDOT informed the IDT of the following decisions related to the bridge alignment:

- Elimination of Northern Alignment as an alternative. Using information collected in 2002 and feedback from resource agencies, WSDOT eliminated the northern alternative. WSDOT based that decision on the socioeconomic and environmental impacts of that alternative.
- Add an alternative of a longer bridge at the location (south site). WSDOT determined it was prudent and reasonable to include a raised bridge profile that allows for future spanning of the flood plain at the south alignment site without requiring removal and reconstruction of this bridge project. That decision was based on initial floodplain information/studies and flood plain planning intentions by the federal and local jurisdictions.
- Wait for local jurisdictions' direction regarding long term plan and management of river. WSDOT suspended the IDT in 2002 while the local jurisdictions pursued and further defined revisions to their Comprehensive Floodplain Management Plan. This planning was developing in a direction that would likely affect the selection of a preferred alternative for the new bridge site.
- Conduct environmental analysis of new alternative. WSDOT planned to complete the environmental analysis on the new alternative while the IDT was suspended.

## Chapter 2

## Description of Evaluation

### 2.1 Who were the IDT participants?

#### Hood Canal Bridge Project

Agency	Number of Regular IDT Members	Mid-Point Questionnaire Responses	Exit Questionnaire Responses
WSDOT	10-13	10	9
Dept. of Ecology	2	2	3*
Dept. of Fish and Wildlife	2	2	2
Dept of Land and Natural Resources	1-2	2	1
Port of Port Angeles	1-2	1	0
City of Port Angeles	1	0	1
Kitsap County	1	1	0
U.S. Fish and Wildlife Service	1-2	1	1
NOAA Fisheries	1	1	0
U.S. Army Corps of Engineers	1	0	1
U.S. Coast Guard	1	1	1
Federal Highways Administration	1	1	0
<b>TOTAL</b>	<b>23-29</b>	<b>22</b>	<b>19</b>

\* Additional Ecology technical staff were involved with this project and contributed some of the “additional” feedback for this Report.

#### SR 24 IDT Participants

Agency	Number of Regular IDT Members	Mid-Point Questionnaire Responses
WSDOT	8-10	5
Dept. of Ecology	4	3
Dept. of Fish and Wildlife	2	1
Yakima County	2-6	4
City of Yakima	2-3	1
Yakama Nation	1-2	0
U.S. Fish and Wildlife Service	1	0
NOAA Fisheries	2	2
U.S. Army Corps of Engineers	1	0
U.S Bureau of Reclamation	3-4	2
Federal Highways Administration	1	0
<b>TOTAL</b>	<b>27-36</b>	<b>18</b>

### 2.2 Questionnaires

All of the respondents completed the same background questions contained in Part I of the questionnaire. This solicited information such as the various agencies’ roles on the project, the type of decision-making role of the respondent, experience on other

interagency project teams, and the longevity of involvement with this project. This information was intended to assist the interviewers with understanding and interpreting some of the feedback received.

The Mid-Point questionnaire (distributed to SR 24 and HCB IDTs) also contained Part II. This section included questions about TPEAC's One-Stop permitting process and the overall IDT experience. This questionnaire (containing Parts I and II) was distributed to the IDTs in December 2002. At that time, the HCB project was finishing most of the permits for the bridge and ferry terminals and just beginning the permitting phase for the added graving facility component of the project. Also at this time, the SR 24 IDT had undergone early agency involvement on determining key environmental issues/impacts between the original set of alternatives and contributed to the final selection of alternatives for consideration.

The "Exit Questionnaire" was distributed to the HCB IDT in June 2003 and it contained identical questions to the Mid-Point Part II plus some added questions for clarification of topics such as the issue resolution process, permit schedule and project outcomes. Identical questions were asked in this follow-up survey to measure if answers/opinions changed over time. Additionally, Part III was added to capture perspectives at the end of the process and solicit more information about how the IDT functioned and how the permitting process could be improved. Most of the questions contained both a rating component and an opportunity for written comments on the subject.

*Please see Appendix 1 for the total list of survey questions.*

## **2.3 Debriefing**

Part of this evaluation process included collecting in-person feedback from the IDT members after reviewing the questionnaire. The debriefing session with the full IDT was intended to collect additional perspectives, allow for clarifying questions, and to allow for group interaction about the experience. For the HCB IDT, this was held on June 17, 2003. Fifteen regular IDT members attended the debriefing. This is a comparable number to the nineteen Exit Questionnaire respondents.

## **2.4 Clarification conversations**

The authors of this report also talked separately with the WSDOT's HCB project staff, the facilitator, and other IDT members. Notes from those discussions were collected and also used to assist with interpretation of some of the questionnaire answers.

## **2.5 Limitations of the evaluation**

Although this evaluation collected a large amount of data, it is not intended to be a scientific analysis of the process. It's scope was limited to providing as much feedback as possible about how an evolving streamlining process was applied to two pilot projects. To this end, the Exit Questionnaire contained additional questions in order to capture a broader range of results from the pilot projects.

The IDT questionnaires and this report were modeled after a similar study that had been designed by a professional "usability test" consultant. Nevertheless, the authors of this

evaluation acknowledge the limitations involved with missing feedback from the public and applicable agencies and organizations that were not able to participate on the IDT. Also, none of the survey respondents provided information in a “controlled” type of setting. The variation in level of involvement, expertise, decision-making role and general mood of the respondents have not been fully taken into account. The duplicative questions in the Mid-point and Exit Questionnaires were designed to address some of this potential “noise” in the data.



### **3.1 General Impressions and Overview of Comments**

#### **3.1.1 Hood Canal Bridge**

There was general consensus that this was a very complex project on a very fast time line. The goal of permitting the project was accomplished. There was a uniform recognition that the timing parameters and complexity of this project made a less than ideal model or pilot to adequately assess the proposed “one stop” permitting process. However, many IDT participants identified numerous net benefits from the use of the IDT for the permitting process. This feedback is, in part, captured with the following responses.

*“There was no streamlining, but there was a positive outcome of completing the process without much delay.”*

*“There is more open communication, freer exchange of information, and agencies are learning more about other agencies’ concerns, areas of regulatory control, and information requirements.”*

#### **Overall Benefits**

The IDT’s well-skilled facilitator was acknowledged and appreciated by all. There was a great deal of collaboration (particularly between state and federal agencies) and effective communication that took place. Resource agencies indicated that the general understanding of the project was greatly enhanced by listening and participating in IDT meetings. Most respondents indicated that there was a lot of value in addressing the *people-oriented* processes as well as the *project-oriented* procedures. Although this requires a “go slow to go fast” philosophy, many comments indicated that the \$20 million graving dock project was permitted in only six months due to the previous groundwork for a collaborative process.

Some WSDOT respondents reported that the team worked well to approve a location of the mitigation. There were also comments from the resource agencies that permit overlap/duplication was reduced due to the collaborative attention given to the avoidance and minimization of project impacts.

#### **Overall Drawbacks**

There were comments that indicated that the IDT should have convened earlier in the project timeline and the pre-application process should have been more thorough. WSDOT mentioned that there was an initial slideshow presentation to some resource agencies in 2000, but there was no follow-up (by WSDOT or others) until the project became a TPEAC pilot in 2002.

Resource agencies reflected upon the difference between early agency involvement in the project and early submittal of applications and initiation of formal ESA consultation.

These respondents were clear that discussions and negotiations about the project design were valuable (i.e. during the time of project definition), but this should occur well before permit applications are drafted and Section 7 consultation is initiated. Otherwise, the reported timeline for permit delivery reflects the entire process of reviewing and analyzing impacts instead of the time between complete application and permit issuance.

Some WSDOT respondents voiced a perspective that the IDT is a double-edged sword because efficiencies can be gained by discussing the project and its impacts in a multi-agency forum, but the resource agencies can also portray a “gang mentality” whereby an issue is escalated from one agency’s questions into everybody’s concerns.

Everyone admitted that this was a major drain on staffing resources for most of the agencies involved. This was attributed, in part, to meeting topics that could have been addressed in smaller groups (“off-line”). Also, the schedule and demands placed on this permitting process made it difficult for agencies (including WSDOT) to coordinate input and responses from technical staff as quickly as was expected.

### 3.1.2 SR 24 Yakima Bridge (General Impressions)

The Questionnaire results from this IDT were limited in scope due to the early stage of the project relative to the permitting stage that was referenced by most of the questions. The responses indicated that everyone appreciated the opportunity for earlier design involvement but that the roles and responsibilities of IDT members were not clear.

*“This process brings all affected parties together so they can hear the same information.”*

*“It is a good mechanism to ensure proper analysis and documentation prior to permitting/ESA consultation.”*

*“The IDT process was not well defined and TPEAC was not well understood by field staff of WSDOT. Agency expectations were not always realistic and WSDOT’s response to those expectations were not clear as to what WSDOT could and could not do. Defining boundaries to the process came later after expectations had already been established – causing confusion for those involved. The project was successful in getting the right people/agencies in the right place.”*

Some noted that this early involvement reflected a real attempt to address permitting issues during the design of the project. The result of this process for SR 24 was the evaluation and conclusion that one alternative location for the bridge replacement should be reconsidered and another alternative should be rejected.



## 3.2 Comments on Key topics

### 3.2.1 IDT Structure and Process

#### Hood Canal Bridge

Numerous questions in both questionnaires focused on the timing of the IDT, charter development, team composition and quality of regular meetings and off-line meetings.

There was an overall consensus that some key players were not present at critical times. Every respondent who commented on this issue mentioned the absence of the tribes, particularly with discussions related to the Graving Dock. Some respondents also commented that Jefferson County and the Army Corps of Engineers were missed for certain parts of the process. Jefferson County reported that they did not participate due to a lack of staff resources, distance to the meetings in Olympia and a general perspective that the other resource agencies would adequately address the environmental impacts associated with this project.

There were a few questions raised about whether the process was cost effective or not (in terms of staff resources). It was recommended that more of the meetings such as parts dealing with fish issues could have been handled in off-line meetings in order to reduce the burden on other agencies. There was general agreement that HCB IDT meetings were well facilitated (group was kept on-task) but that off-line meetings needed to be used more, better recorded and reported to Team members.

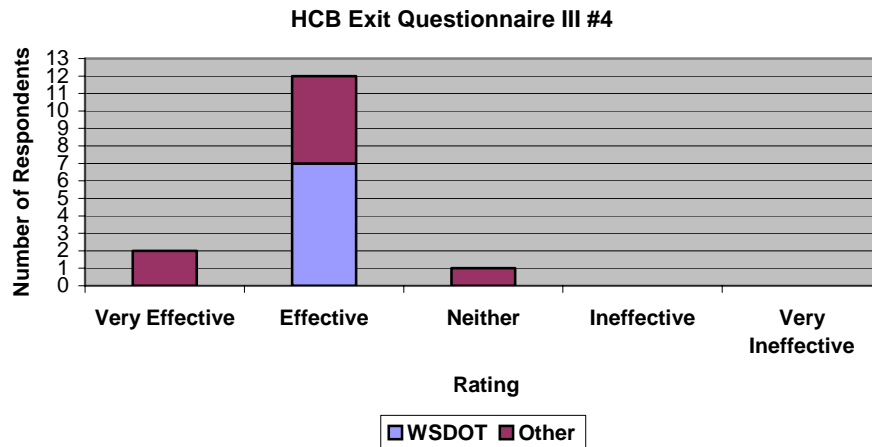
Specific feedback on improving representation on the IDT included the following:

1. *It is unclear whether the right people representing their agencies were there. This is a little tougher but we had examples of good representatives and bad representatives. Should there be a mechanism for getting the effective, productive representatives?*
2. *I think that some participation from public interest groups would have been beneficial, especially in the first half, when public review opportunities were being scheduled and the NEPA/SEPA process was occurring.*
3. *WSDOT should work to get agency representation before the first IDT meeting and check several times during the IDT process to evaluate the need for additional participants. Also, the IDT (or WSDOT) must develop a strategy for backfilling that gap in the event that invited agencies are unable to participate.*
4. *These are commitments that would have to be mandated very high up at both the State and Federal levels.*
5. *Schedule off-line meetings with missing agencies with reports back. Look for other venues to discuss issues such as Corps of Engineer Pre-application meetings and incorporate these as off-line meetings.*
6. *The IDT should include a diversity of stakeholders, not just permitting agencies. DNR, the Tribes, and perhaps EPA is included in this list of interested parties regardless of the type of permit or authorization required from them.*

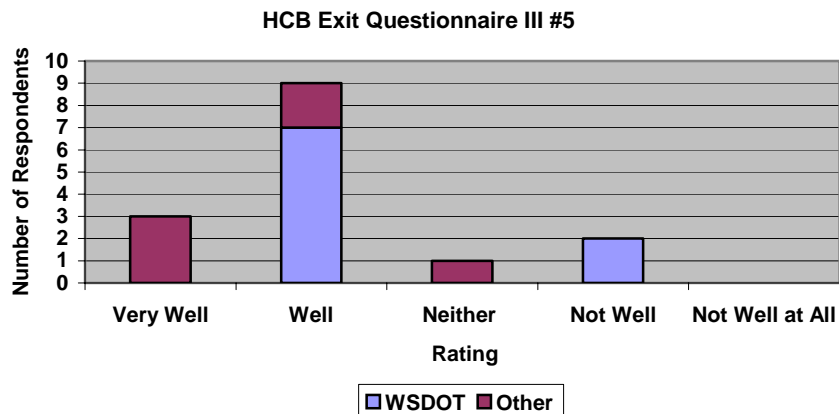
7. *The project managers should identify and continue to coordinate with the most appropriate permitting staff contact at the local government level.*

The Exit Questionnaire respondents rated their own participation positively and evaluated the “performance” of other participants a bit less positively. Question III #4 and 5 addresses this feedback.

Question: Part III #4: ***Rate/evaluate your own role on the IDT as far as communicating your agency’s perspectives and keeping your agency appropriately informed and engaged.***



Question: Part III #5: ***Rate/evaluate how other agency participants on the IDT met the needs of the process.***



#### Comments

1. *I think most participants were committed, but we did have problems with completing assignments between meetings.*
2. *I think it would be easier to give IDT participants more tools so they don’t have to spend as much time on developing the process.*
3. *Some worked very well such as Fish and Wildlife.*
4. *Some agencies didn’t send decision makers.*
5. *It was very key to success of this project to produce permits that could withstand appeals and have the highest flexibility that could be provided. In light of this, a high level of biological expertise was essential in this project.*

6. *WSDOT real estate office should have participated in a few meetings, in order to stay informed about the schedule and issues.*
7. *The State agencies were particularly well represented by their best technical and administrative people.*
8. *Some participants were too junior to give prompt responses about policy and specifics.*
9. *It didn't seem to me that IDT members spent much effort discussing the project with their agency.*

### Value of Technology Tools

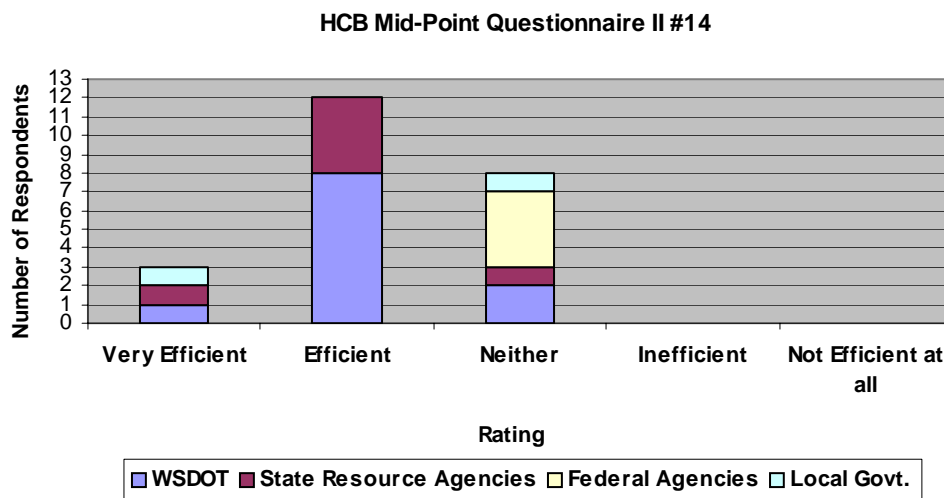
The IDT was asked if the permitting process would benefit from additional information technology tools. A clear majority of respondents, particularly those from state resource agencies, supported the use of more electronic tools. A few comments from the Mid-Point Questionnaire articulated the desire for additional information:

*"The IDT could benefit from regular electronic messages to members for assignment reminders, updated e-mail/contact lists etc. There should be a single electronic file with the whole project description, including links to specific detailed information in related reports and a sorting tool that allows readers to extract specific information needed for individual permits."*

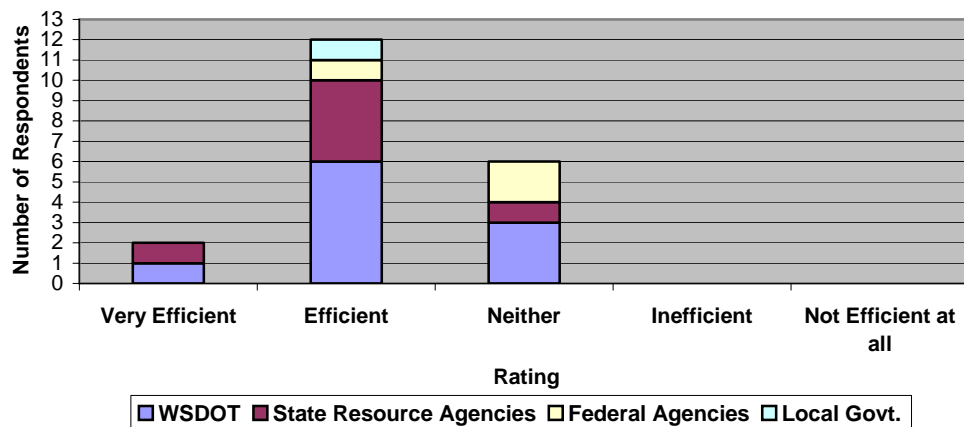
*"A project website is needed that includes all NEPA/SEPA, Biological Assessments, Decision Document Summaries and transportation planning information that establishes the deficiency or need for the project."*

Additionally, the results of survey question Part II #14 are separated into four categories: WSDOT; state agencies; federal agencies; and local government, to illustrate the different responses between each of these groups of IDT participants.

Question: Part II #14: ***Rate the anticipated added efficiency of having access to electronic information and electronic management tools.***



HCB Exit Questionnaire II #14



Comments:

Respondents “voted” for any, all or none of the following types of electronic information (total of 19):

1. General electronic communication for IDT (13 votes)
2. Project management tools (such as schedules) (12 votes)
3. Project website containing project and IDT information documents (11 votes)
4. Reports requested by agencies (as PDF or Word) (11 votes)
5. JARPA application (11 votes)
6. Unified Permit (10 votes)
7. Compatible software between all agencies (10 votes)
8. Data layers to support analysis (9 votes)
9. Other: “electronic permits” (2 votes)

### **SR 24 Yakima Bridge (IDT Structure and Process)**

The respondents identified the Army Corps of Engineers, Tribes and NMFS as agencies that were needed, but not represented on the IDT. The importance of defining the group process (charter, issue resolution process etc.) was not reported as being as important or successful as it was for the Hood Canal Bridge IDT members.

*“Group or IDT charters and mission statements may not be necessary but agency regulatory requirements, goals and missions are. Transportation agency goals and mission and projects purpose and needs should be the driver.”*

Some respondents reported that the overall coordination of the IDT as well as the facilitation was not as effective as it should have been. Associated with this was a general sense that the level of collaboration and cooperation was fairly low.

## **3.2.2 Permitting Schedule**

### **Hood Canal Bridge**

The HCB IDT attempted to fit a new undefined multi-agency permitting process into a pre-determined permitting schedule. A major component of this was the assistance of the IDT in preparation of one Joint Aquatic Resource Permit Application (JARPA) that was intended to meet the needs of all applicable agencies. The JARPA for the bridge portion

was discussed in detail for numerous meetings but the graving dock permitting process was under a tighter deadline, so there was not an opportunity nor the desire on the part of WSDOT for a similar coordinated review of the draft JARPA by the IDT.

*“I felt that the master timeline and schedule were developed before many critical decisions had been made and before agencies could commit to a timeline. I think environmental issues needed to be explored to better understand each agency’s concerns/requirements before the schedule was developed.”*

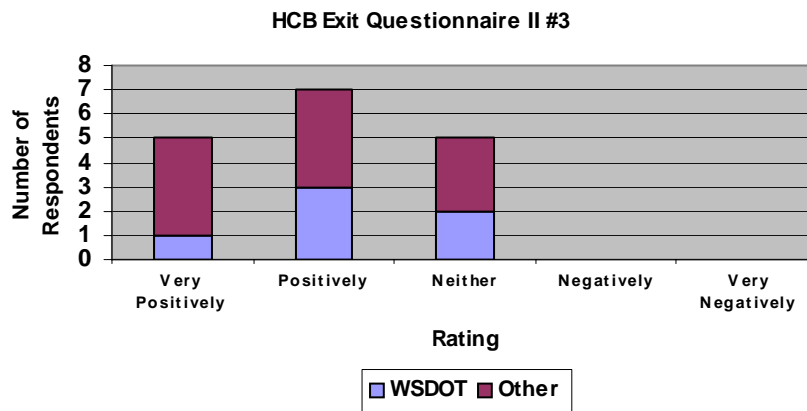
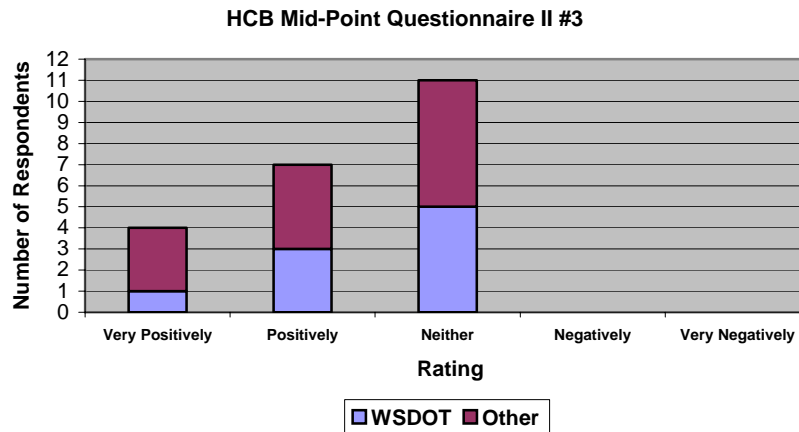
WSDOT commented that the resource agencies were unable to change their ways of doing business, as far as the permitting schedule was concerned. Conversely, resource agencies felt that the Project’s timeline was unreasonable given the constraints of the regulatory process and WSDOT could not get decisions made fast enough (e.g. three months to decide on Graving Dock). Some agencies also reported that they did not receive requested information in a timely manner, such as Ecology’s request for the soil contamination analysis and handling plan, and the Biological Assessment addendums for USFWS and NOAA Fisheries.

The informational requirements of resource agencies necessitated a detailed schedule for both WSDOT and the permitting agencies to keep on target. The project managers/facilitator tried at least three different schedule formats. Some of the feedback encouraged the use of two formats –one for individual permit processes (see Appendix 2) and one for the overall project timeline (See Appendix 2 for a sample of this scheduling tool).

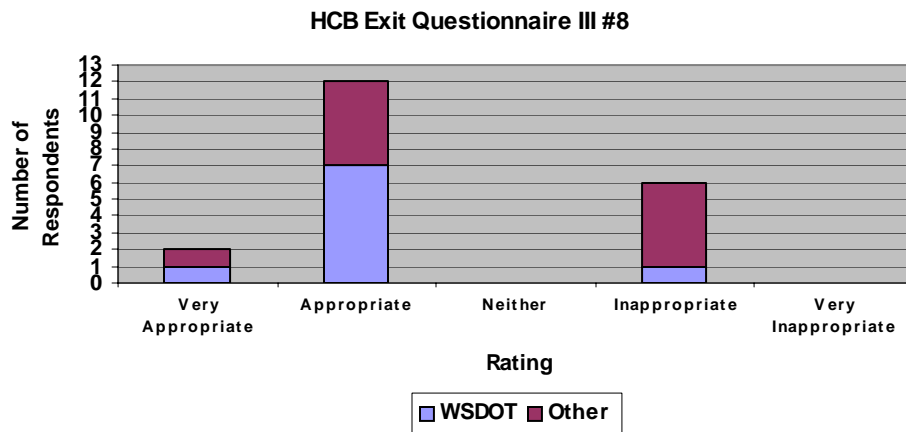
*“The permit time schedules were very helpful because we had interim check points to see if issues had been resolved or if WSDOT responded in a timely fashion to our requests. The schedules reflected how unresolved issues and untimely responses would affect the whole timeline by pushing the target date further out. It also showed how unresolved issues with one agency could affect the schedule of other agencies. Unfortunately, this type of schedule-keeping was not carried forward to permit the Graving Dock.”*

There were also numerous comments on the format of the schedule. Most respondents requested electronic and hardcopy versions (distributed at meetings) in order to revise the schedule during meetings and also easily distribute it to other agency staff if necessary. Specific feedback included the following:

Question: Part II #3: *Rate/evaluate the influence on the process of the IDT's participation in setting a master timeline and schedule.*



Question: Part III #8: *Rate/evaluate whether the permitting schedule contained an appropriate level of detail related to interim milestones and other important points of information exchange.*



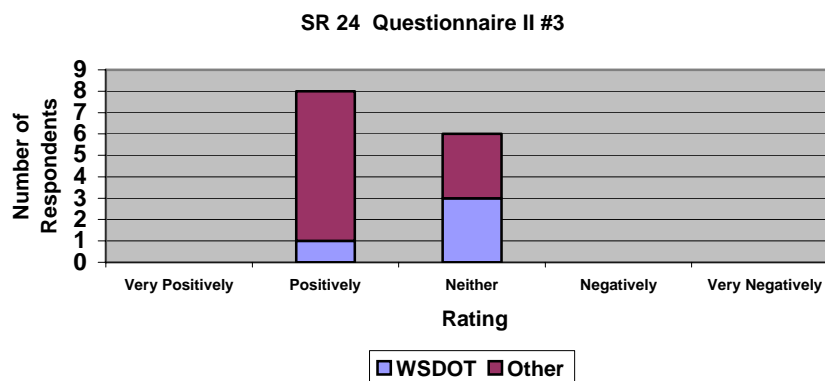
Comments:

1. *For the second half of the project, most interim milestones for the 401 were left off the schedule. As a result, the overall schedule for the 401 was not met. Important interim checkpoints must be included and checked.*
2. *It was tailored to the existing permitting process and had very little to do with the needs of the project or the objectives of TPEAC.*
3. *The schedule needs to correlate more with the outstanding issue lists in order to help maintain a realistic picture of the permitting timeline.*
4. *The Corps' needs for review and processing times were not accurately reflected in the schedule.*
5. *A bit unwieldy as it had to encompass all the issues of all the agencies, but it did graphically depict the big picture which was quite useful.*
6. *I think the schedule was a motivator to some degree, it helped me stay on track and convey urgency of timeline to management.*
7. *Even though the schedule was updated and revised, it helped to plan what was needed to meet AD date.*
8. *Schedules help set priorities and shuffle workloads. However, they must be realistic and WSDOT needs to understand that the permitting agency is not bound by the schedule. Participation on an IDT means that we will try our best to meet the schedule, but that the schedule is not a contract. The schedule must be visited every meeting with everyone being asked if they have any information that might cause a change.*
9. *If the schedule is changed, the meeting minutes should reflect the reason.*
10. *The schedule needs to be linked to timing the resolution of outstanding issues as well.*
11. *A better scheduling software is needed and all agencies should be using this tool, not just a couple.*
12. *Starting the IDT earlier in the project will help the schedule and timelines.*
13. *We need to integrate the permit information, permit submission, permit hand-offs, and the overall project schedule with the permit schedule.*
14. *More telephone communications and follow-up with Team members who miss a meeting.*

**SR 24 Yakima Bridge (Permitting Schedule)**

At the time of the Mid-Point Questionnaire, the SR 24 IDT did not have the opportunity to develop a permitting schedule. However, they were able to evaluate the scheduling work that had been done to date. The results were consistent with responses in the Hood Canal Bridge IDT.

Question: Part II #3: *Rate/evaluate the influence on the process of the IDT's participation in setting a master timeline and schedule.*



### 3.2.3 Permitting Process

#### Hood Canal Bridge

As a TPEAC Pilot Project, the HCB project managers attempted to apply three major components of the adopted One-Stop Permitting Process to its tight permitting timeline. These included the formation of the IDT to carry-out a collaborative unified permitting process, the drafting of a “Unified Permit Application”<sup>1</sup> by WSDOT, and the use of a issue resolution process in order to “resolve disputes in a timely fashion.”

There were numerous comments asserting that the concept of a Unified Permit Application, as interpreted by the project managers, was not applicable to this project due to the multiple jurisdictions with numerous unique requirements. Many respondents indicated that this interpretation of the proposed “One-Stop” streamlining step should be removed from or at least amended in the process because all agencies have different goals, requirements, and measures of success.

*“The IDT approach to developing the project from the early stages right through the cooperative layering of permits worked very well and resulted in the most timely permitting of a major project that I have ever seen. It did not turn into a one permit process, but instead resulted in something better – a cooperative permit process.”*

The permitting process for the HCB was particularly thorny due to the addition of the Graving Dock and the interdependent nature of the various authorizations.

*“Many permits were dependent upon other permits. For example, Army Corps Section 404 permits needed the Coast Guard permit and ESA Biological Opinion. Coast Guard permit needed BO, CZM and 401 water quality certification. The Biological Opinion needed finalized mitigation measures finalized in the HPA. DNR needed all the permits for executing aquatic use authorizations. “*

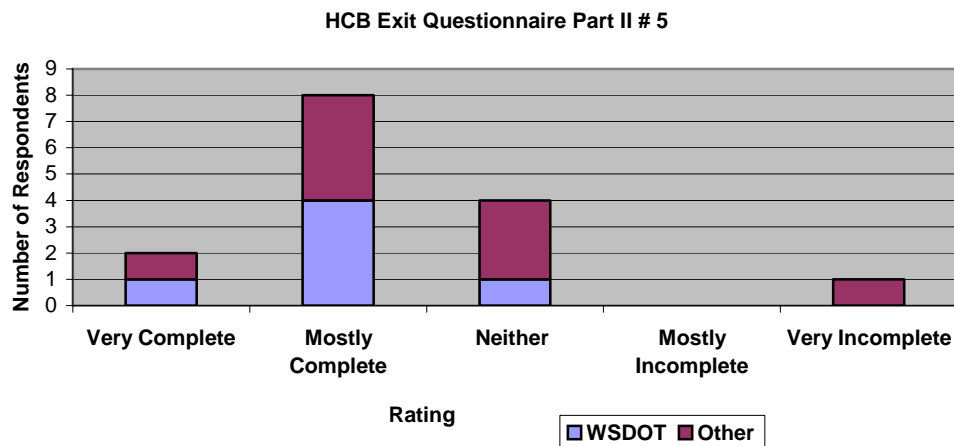
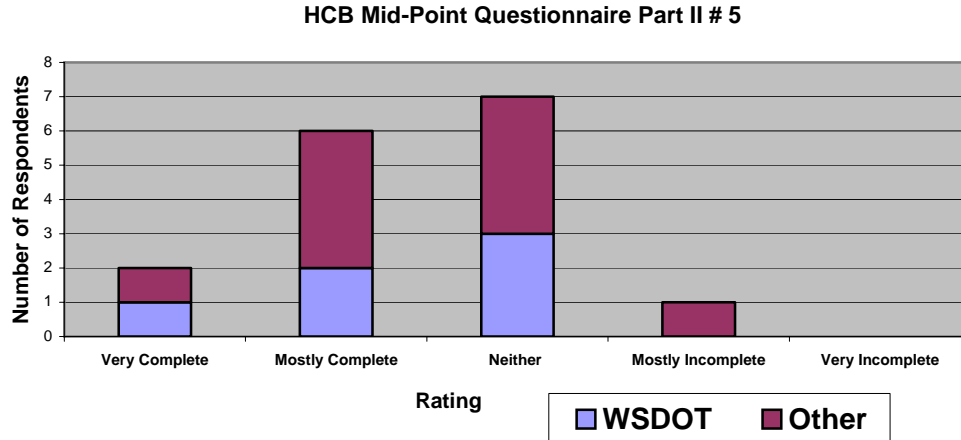
The determination that a permit application was complete marks a significant milestone in the permitting timeline. Survey responses to Part II # 5 and 6, and Part III #11 provides some feedback on this issue. The written comments indicate that the ratings and resulting graphs represent an evaluation of the information exchange process that lead to the permit issuance –rather than a rating of the content of the initial permit application.

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<sup>1</sup> The concept of a “unified permit application” was interpreted by the HCB IDT differently than was envisioned by the One-Stop Permitting Subcommittee. The proposed definition for TPEAC approval involved the concept of a unified application process whereby the completed applications and supporting documents would be housed in one binder to provide a complete package of project and site information. The HCB project managers interpreted this to mean that they should attempt to meet all permit application needs by completing one master application. They attempted to use one version of the Joint Aquatic Resource Permit Application to serve many of the agencies’ permit application needs.



Question: Part II #5: *Rate/evaluate the level of completeness of the project's permit applications.*

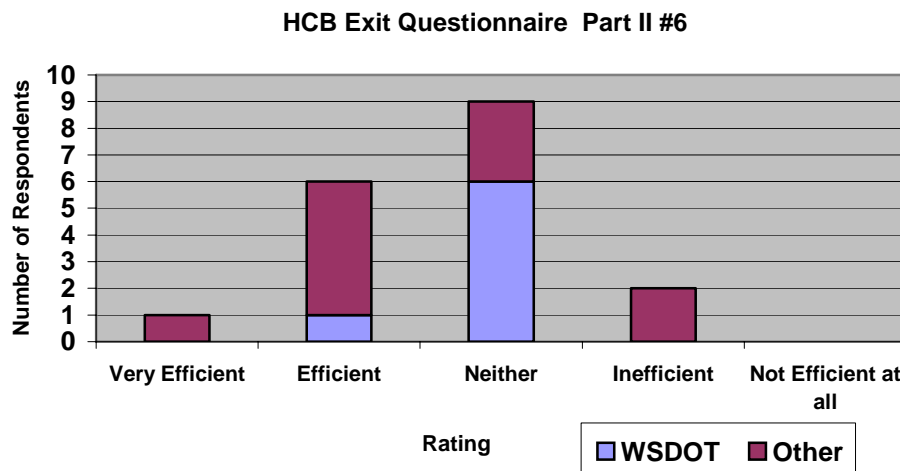
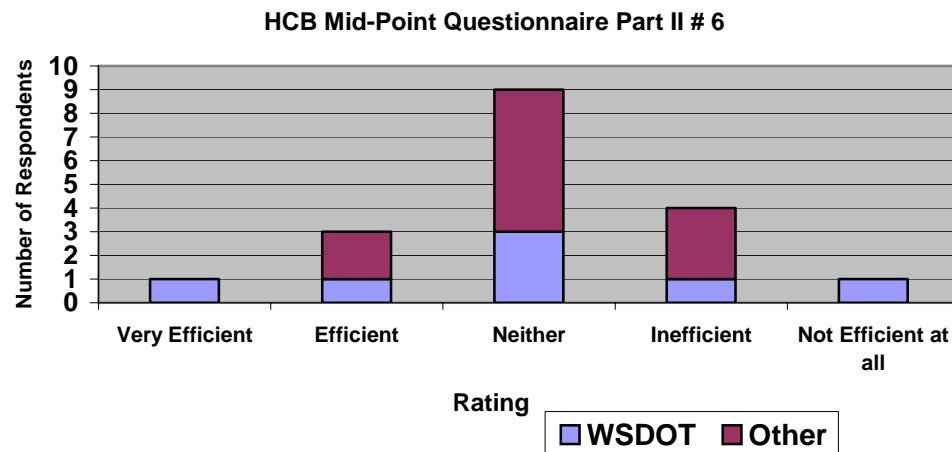


Comments:

1. *Final amendments to the Biological Assessment (BA), which included analyses of a previously unrecognized eagle's nest, was not received until 14 days before the (ESA Section 7) Biological Opinion was due. Early versions of the BA were missing significant components of project.*
2. *After the Staff Report was issued for the Kitsap County permit, WSDOT wanted to negotiate permit conditions. The timeline made it impossible to pull the permit back for additional review. Even after the permit was reviewed, additional components were added. And long after the permit was issued Kitsap County received a "revised" JARPA and Environmental Documents. Should this permit have been appealed, these issues would have been very troublesome for WSDOT and put Kitsap County in a difficult position.*
3. *Although the agencies did work with WSDOT to get the needed information inserted in the applications, there was still a lot of information that was missing and not yet available*
4. *We should forget about one application and provide application as per agencies requirement.*
5. *Eventually it was complete, but it took a lot of work to get there.*
6. *There was very little supporting data or research to backup proposed mitigation and conditions, it was usually based on personal opinions.*

7. *There seems to be a perception that resource agencies make determinations on whims. While environmental systems are complex and all the variables may not be completely understood, there is underlying science to the concerns expressed by regulatory agencies.*
8. *The answer to this depends on one's definition of complete. If it includes everything needed to process an application and write a permit, then they were mostly incomplete. If it simply means sufficient information to start the process, then they were sufficient for us to identify additional information needs. One probably first needs to agree on which one we are striving for because that will play a key role in developing the timeline.*
9. *The alternatives analysis for the 404(b)(1) evaluation was poorly documented. The process had occurred over a long time frame (longer than the IDT), but had not been documented by WSDOT, so that when the information was needed for permitting it was not readily available. Also, some other issues such as the level of public controversy could not have been anticipated or responded to until the Public Notice was issued.*

Question: Part II #6: ***Rate/evaluate the efficiency of the overall process for submittal of applications for the project.***



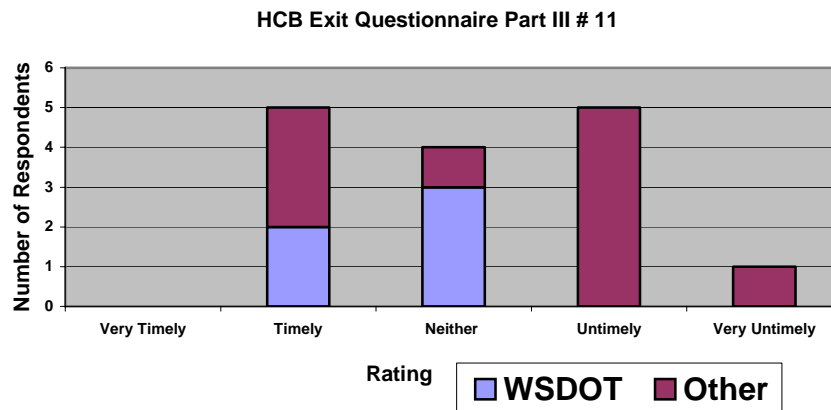
#### Comments

1. *Calling together the ID Team earlier in the process would have been beneficial. Early involvement is an existing tool that could have been used to streamline permitting more. If at the Pre-SEPA or NEPA stages, agency and public scoping meetings are held where the purpose is to identify resources, concerns and issues as baseline for environmental review and permitting, expedited*

permit review could be facilitated. Advance mitigation or mitigation banking opportunities could be identified.

2. The application process was inefficient because the project was not defined well enough to initiate Section 7 Consultation. A lot of time was consumed by pursuing “programmatic approach” prior to the identification of the P.A. graving dock site.
3. It appeared inefficient since each agency asked that their application forms be used.
4. This was inefficient due to the lack of location for pontoons and anchors and decision about Port Angeles or not.
5. Overall the process was efficient considering the constraints under which it operated such as a late start in the process.
6. We should forget about one application and provide application as per agencies requirement
7. This was inefficient because the fish issues of the project appeared to cause considerable delay to the entire process, which might have been expedited had they been resolved first.

**Question: Part III #11: Rate/evaluate the Timing of the Permit Application Process to Allow for Review.**



Comments:

1. The applications were not complete from agency standpoints and additional information was requested. Considering the complexity and changing nature of the proposal overall, the process was in my opinion timely. We worked collaboratively to produce a product on time with resource protection measures incorporated. This met the spirit if not the format of TPEAC.
2. As previously mentioned, some aspects of project implementation became more detailed, which in turn raised more concerns. However, this is fairly normal
3. It is important to remember that the Corps’ permits and process really occurs at the end of the process. Many things need to be completed before the Corps can finish the review of the permit application and/or issue – e.g. ESA consultation, Section 106 review, etc. Final permit decisions require more than a completed JARPA, drawings and a project description.
4. Bridge HPA not completed in 45 days. During draft HPA negotiations there was too much DOT delay in responding to WDFW re-drafting of the HPA. Graving HPA was better and timed.
5. The addition of the graving dock work late in the process made for a very tight schedule. This is not over stated
6. Ecology always felt like they were under pressure to provide very quick reviews. One time we were asked to provide a less than 24 hour review turn around time. Review times must be incorporated into the schedule and agreed upon. Part of the success of meeting a review schedule is getting the document at the time it is promised.
7. The ESA consultation timing was too compressed.

### 3.2.4 Project Description and Issue identification

#### **Hood Canal Bridge**

Many IDT participants reported that the “Four Questions” assignment, related to the Graving Dock permitting process, was very useful. These questions included the following:

**1. Who else from your agency needs to be involved?**

- responses included the names of habitat biologists, policy people, supervisors for issue resolution, technical staff, chain of permit review and approvals.

**2. Prioritize your information needs that will support preliminary drafting of your permit conditions. If the information were to be submitted sequentially, could you tell us what you need first, second, third?**

- responses included: a request for design specifications; mitigation options; ownership boundaries; specific photos; environmental baseline; project description; etc.

**3. What portions of the permit can WSDOT draft?**

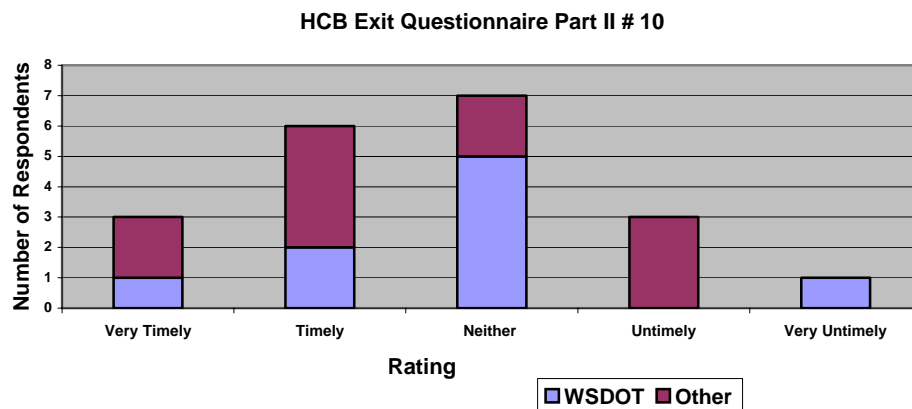
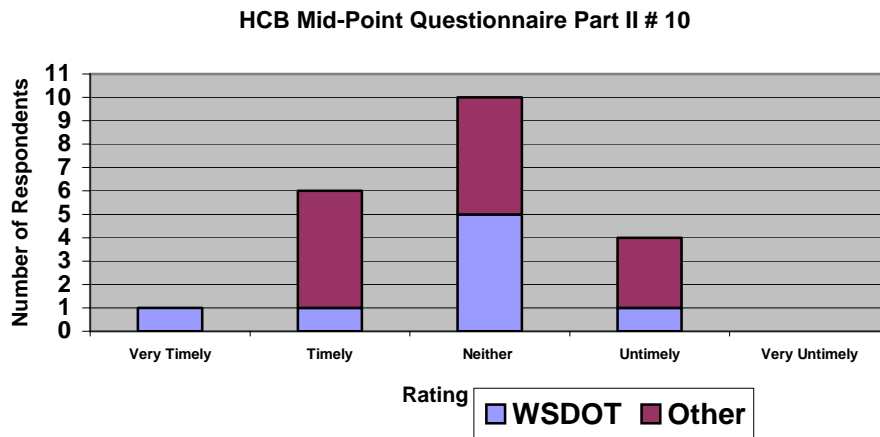
- responses included: the stormwater site plan; details on BMPs; monitoring and contingencies; a “really good” cumulative effects analysis; etc.

**4. To what extent can we support coordinated public review on this part of the project?**

- responses included: combine 404 and 401 notice and follow-up on Tribal coordination.

The survey respondents also commented on the timing of both the identification and resolution of environmental issues related to the permit process. There is a similarity between ratings of issue identification (#10) and resolution (#12) (note that this issue “resolution” might or might not reflect issues that were resolved through the formal dispute resolution process). The results of these questions are as follows:

Question: Part II #10: *Rate/evaluate the timing of the identification of environmental and permit issues.*



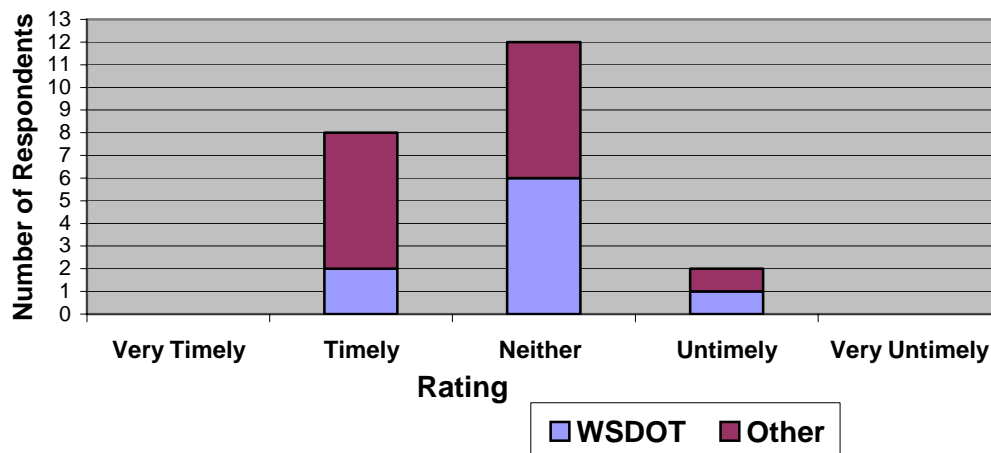
**Comments:**

1. *Some significant portions of the project were not finalized until very late in the permitting process. Earlier project design is needed to improve this process.*
2. *Earlier involvement of the ID Team for the bridge would have facilitated the identification of permit and environmental issues more rapidly.*
3. *Environmental/permit issues should have been identified before timelines were set.*
4. *The mitigation sites/plans for both the graving dock and the bridge should have been decided with a better process. The IDT needs to recognize and include DNR in mitigation site selection.*
5. *WSDOT did not seem to understand the priority of providing soil disposal information as it relates ultimately to the permit conditions and permit decision. It seems this could be improved by strongly linking these expectations to dates on the timeline.*
6. *More side meetings are needed with the agency and person who actually responsible to issue permit should be invited in the early stages.*
7. *A change in statute is needed to improve this process.*
8. *Some issues were identified early, others were not. For example, if the concerns about contamination on the Rayonier Mill site had been identified early on, then the site might not have been included in the Public Notice and the project might not have generated quite as much controversy.*
9. *A better defined and focused jurisdiction of each agency would greatly help.*

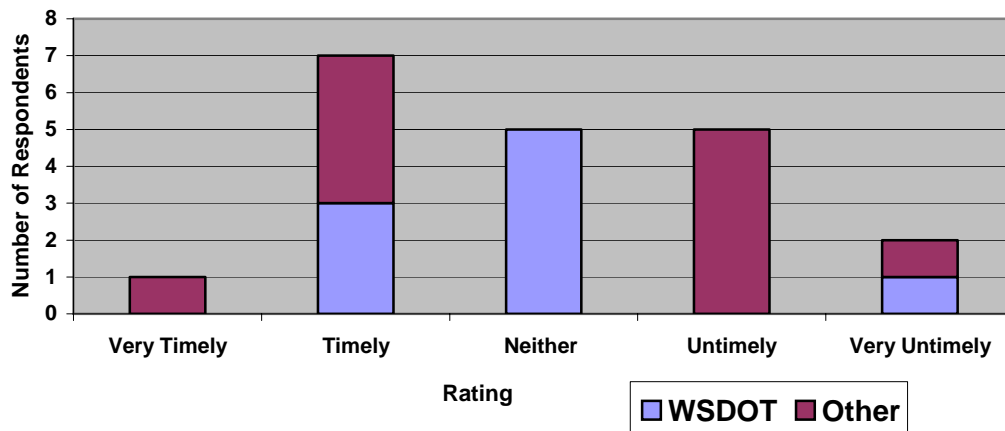
10. As an aquatic project in the Northwest, the fish issues dominated this process. The lack of resolution for this delayed everything else. Fish issues must be met early for the process to be efficient.
11. The IDT helped, but it needed to happen prior to the initiation of the ESA consultation.

Question: Part II #12: *Rate/evaluate the timing of the resolution of problematic environmental and permit issues.*

**HCB Mid-Point Questionnaire II #12**



**HCB Exit Questionnaire II #12**



**Comments:**

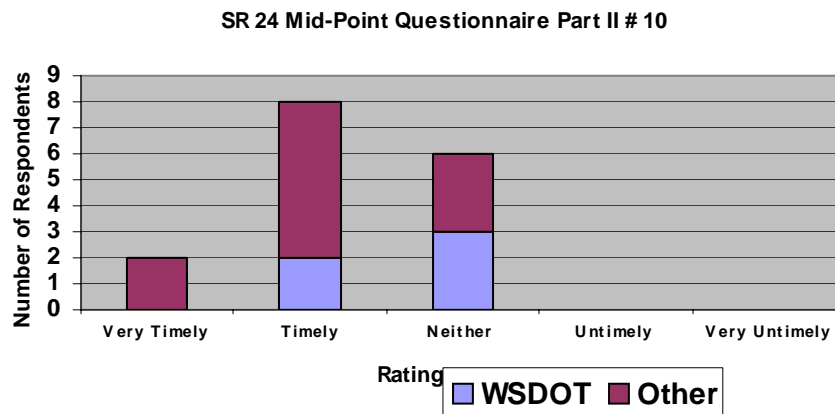
1. This was one of the big benefits for me from the IDT approach.
2. Need to use dispute resolution process.
3. There was impressive response by mid and upper management at both Services, FHWA and WSDOT.
4. A number of issues had to be dealt with at the end of the process because the data/information was not available. Timelines for issues should be included in the overall timeline or in the unresolved issues list.
5. Issues related to the 401 certification for the graving dock were not resolved in a timely manner. Consequently, the focus of the problem became the sharing of the draft permit instead of efficient issue resolution and final permit issuance.
6. This issue of spill response on the bridge was never resolved.
7. The soils characterization at the graving dock was very untimely and inadequate.

8. *WDFW keeps swimming around in circles and has a hard time moving ahead.*
9. *Fish issues were not coordinated early enough in the process. They seemed to have occupied 90% of the agenda.*
10. *Off-line meetings could have been more effective for resolving issues if they were better organized (with an assigned point person) and accurately recorded (and notes need to be approved by participants) in order to avoid misunderstandings about if and how issues were resolved.*

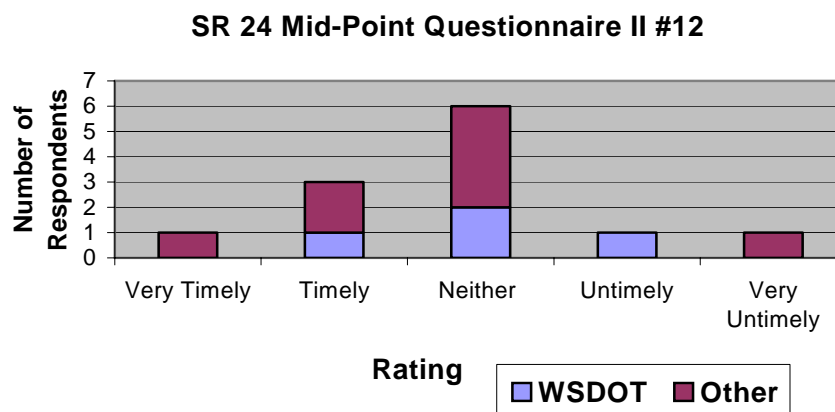
### **SR 24 Yakima Bridge (Project Description and Issue Identification)**

Although this project did not reach the permitting stage, discussions about environmental and permitting issues were raised and discussed. The difference between how respondents rated the identification (#10) and resolution (#12) of issues could be a reflection of the project stage or the function and structure of the IDT.

Question: Part II #10: *Rate/evaluate the timing of the identification of environmental and permit issues.*



Question: Part II #12: *Rate/evaluate the timing of the resolution of problematic environmental and permit issues.*



### 3.2.5 Dispute Resolution Process

#### Hood Canal Bridge

There was general agreement that the development and use of an approved issue resolution process was important for this project. The HCB IDT adopted its own “Issue Resolution Process,” but only after a dispute had arisen and it was clear that the adopted TPEAC process was too lengthy and cumbersome to apply to a pending Hydraulic Project Approval (HPA) dispute.

*“We spent a lot of time discussing how a dispute resolution process would work because we really didn’t have one established that was workable nor was the one developed for HCB really workable either. In the end, I don’t think anyone was fully satisfied with the dispute resolution process although there were disputes that did get resolved and without moving very far into this “formalized” process.”*

See Appendix 3 for a diagram of the HCB Issue Resolution Process.

There were different interpretations about exactly when and if an issue entered into the formal issue resolution process, nevertheless, the HCB IDT members were generally supportive of how the process was implemented for two identified issues:

1. *Subject of the dispute was whether WDFW could apply its rules to protect herring spawning site from oil in stormwater in the HPA. The process that was used paralleled the existing informal appeal process for HPA’s. The Agencies decided which managers would be involved in dispute resolution. The process was elevated to one step above permitting staff (IDT representatives). Resolution was achieved when WDFW received specific stormwater estimates that anticipated that the amount of oil entering the aquatic habitat at the site did not necessitate the proposed conditions.*
2. *The second dispute involved the draft terms and conditions from Biological Opinion issued by the U.S. Fish and Wildlife Services and NOAA Fisheries. This issue was elevated but resolved before the agency heads were involved.*

The IDT reported that more issues (ranging from information requests to permit conditions) might have benefited from the application of the issue resolution process. Some were hesitant to use it because of a perception that it would take more time to resolve issues if agency managers needed to be involved. One agency reported that the issue resolution process was delayed for four weeks due to scheduling conflicts at the supervisor/manager level. Respondents recognized the fact that disputes over potential permit conditions, such as stormwater outfall in the HPA, can be avoided if necessary data is made available upfront.

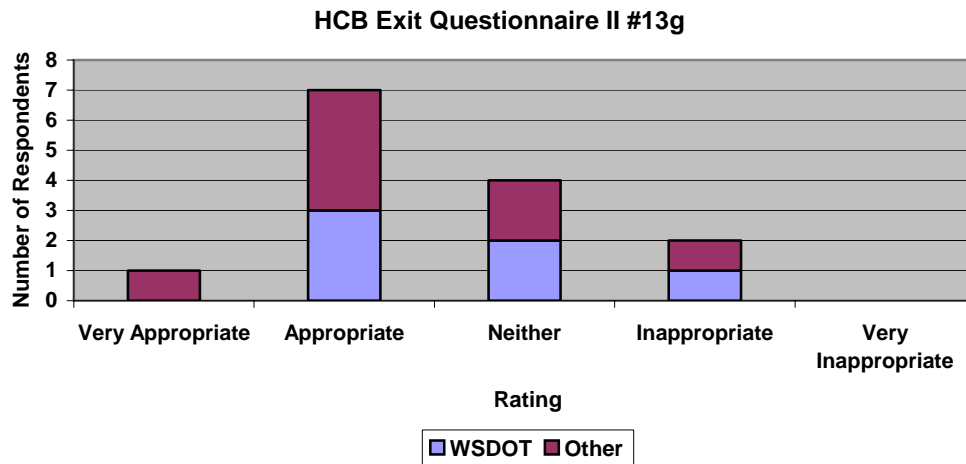
Reported problems in the HCB Issue Resolution process include:

1. *Disputes used too much time during the IDT meetings.*
2. *The process should have been agreed upon at the start of the IDT process, not when a conflict arose. This led to some confusion and lack of full support for the process.*
3. *The group was hesitant to use it. This delayed many decisions on critical issues.*
4. *Disputes should be elevated through the steps more quickly*
5. *There was too much ownership of the issues both by WSDOT and the resource agencies. Perception was win/lose, not correct solution.*



6. *The IDT-adopted process is inefficient once the issue is elevated a couple steps up.*
7. *The issues in dispute should have been identified in writing and distributed to IDT, as per the requirement in the adopted issue resolution process. Otherwise, there is lack of clarity for all who are involved with the resolution process.*
8. *The issue resolution process should be clearly communicated to all of the agency staff (especially for those who are not members of the IDT) prior to scheduled off-line meetings where issues are being discussed.*
9. *A process that ultimately elevates any issue to TPEAC for resolution is inefficient and inappropriate, given the legal permitting requirements of participating agencies. Some IDT participants are not voting members of TPEAC. .*
10. *The emphasis of the resolution process should be to facilitate decisions made by those at a staff level with the most technical as well as managerial experience.*
11. *The issue resolution process should not be used as a tool to circumvent the IDT process in an attempt to get managers to override the concerns of staff participating on the Team.*

Question: Part II #13g: ***Rate/evaluate the appropriateness of the process for resolving issues.***



#### Comments

1. *The issues were resolved without going too far into the process. If we had had to go far into the issue resolution process, I think there would have been more inefficiency and perhaps a breakdown of the process due to the time it would take to move through the steps.*
2. *I liked the process.*
3. *Disputes should be moved up quicker.*
4. *The process went as well as it was possible to accommodate. If stormwater data had been available earlier, resolution may have been facilitated. A delay in the process did occur because of manager schedule conflicts. It was still much faster than most dispute resolutions.*
5. *The process allowed for the decisions to be made at the level with the most technical as well as managerial experience.*
6. *I was directly, and indirectly involved with two disputes. Not in a defined process, but worked out as the disputes would normally be resolved.*

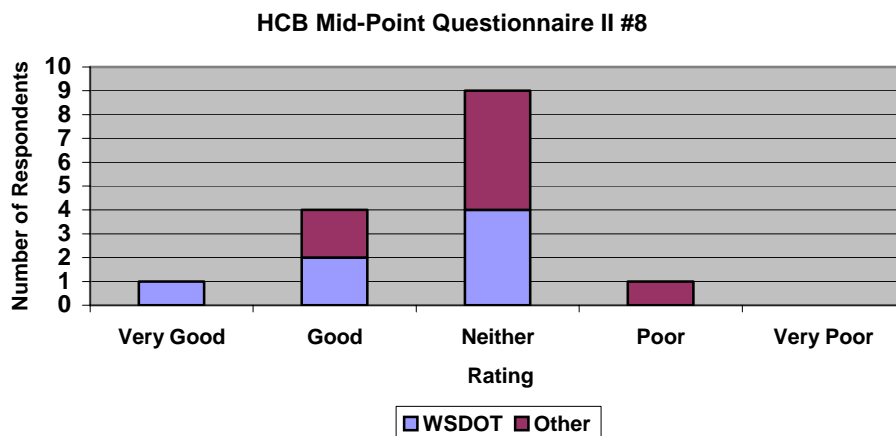
### 3.2.6 Public Involvement

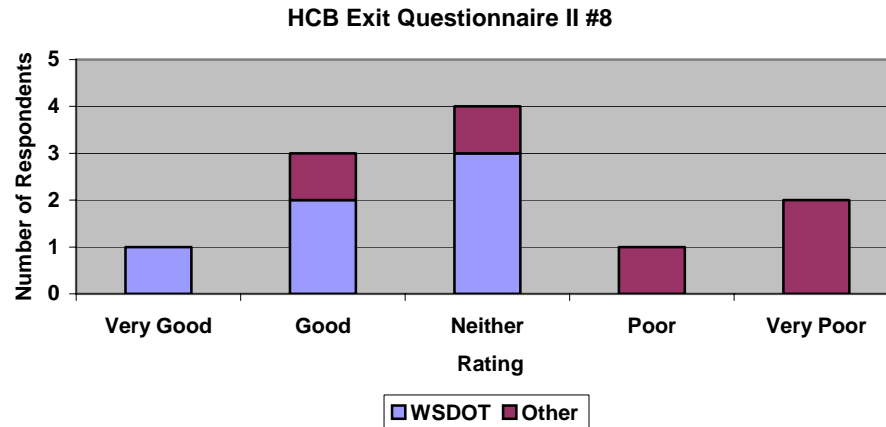
#### Hood Canal Bridge

Comments related to the public involvement component of this project emphasized the lack of public input in the later half of the permitting process (e.g. the difference between the Mid-Point and Exit Questionnaire response to II #8 below), lack of knowledge on the part of IDT members of public input opportunities, and lack of additional opportunities to make public review processes more concurrent. Comments on the issue of “concurrent public review process” include the following:

1. *Mostly it was not concurrent. Have more than 10 public notice and still more to do.*
2. *They followed the guidance of each agency, which sometimes differs. Not sure how they could be improved without project delay.*
3. *The Corps, DOE and the Coast Guard were able on a couple of occasions to combine public review. This project did not lend itself to combined public review processes. Section 404 and 401 public review processes are concurrent*
4. *With complexities and one of the three local jurisdictions not participating as active members, concurrent public review was not possible and may not have provided benefit if it were possible because of changing nature of the project.*
5. *The counties chose not to coordinate their public review processes. NEPA and SEPA were conducted separately as well. The NPDES comment period was handled separately as well. The Coast Guard public review process was initially separate from the section 401 process but it got coordinated at the last second.*
6. *This depends on coordination efforts when it comes to the Public Notice for some permits. As for other types of public review processes there are different objectives and reasons for the public review, so it is too complicated to consolidate.*
7. *It is my understanding that some of the comment periods could have been concurrent if a schedule had been created early enough.*
8. *We didn't make this work because of the short timeline for the project, and conflicting statutory requirements for the comment periods. We also didn't have many permits that required public hearings.*

Question: Part II #8: ***Rate/evaluate the public involvement process including public information availability during the first steps of the process through public review of the unified permit application.***





#### Comments

1. *There was public review of the NPDES application but that was not shared with the IDT. I don't think the IDT consistently heard what the public concerns were.*
2. *There has been extensive public outreach associated with the project, but not necessarily about the permits for this project.*
3. *A revised DNS (for the graving facility only) with a comment period could have been issued. The lack of this opportunity gave the appearance of trying to eliminate public involvement. It builds distrust and increases the need for public oversight. The graving facility was a significant addition to the project, one that was not contemplated when the first DNS with comment period was issued for the bridge. There should have been a SEPA public comment period on the graving facility. The SEPA addendum from the Graving Dock is being questioned by appellants.*
4. *The IDT did not adequately address public involvement and input in the process. There should have been a more complete NEPA/SEPA process in order to provide more opportunities for public involvement. This could have avoided the threats for permit appeals that occurred later in the process.*

### 3.2.7 Mitigation and Project Outcomes

#### Hood Canal Bridge

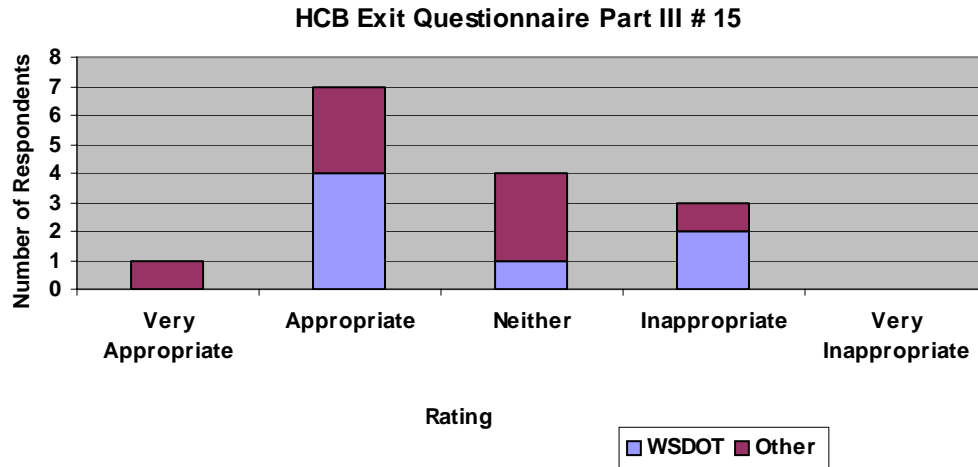
The participants generally agreed that the IDT should also be a process for developing a better project (in addition to the streamlining/efficiency goals). In the end, there was a sense of general satisfaction in the overall outcome and a rating of “adequate” for the environmental outcome –although this differed from agency to agency. The need for process improvements were mentioned in the following comments:

*“The environmental review was not as thorough as it could have been. This provides a basis for subsequent mitigation. The SEPA review was the weakest part of the application process for the Graving Dock and relied heavily on the participation of resource and review agencies.”*

*“I believe that the design team thinks they have talked about avoidance and minimization at every meeting, but I don't think we've done a good job presenting this material. My guess would be that the Resource Agency reps don't think we've mentioned this at all. This is definitely something we could do better next time.”*

The following responses provide some detail on the perceived environmental outcome of this permitting process as it relates to mitigation of impacts.

Question: Part III #15: ***Rate/evaluate the resulting project improvements, permit conditions and associated mitigation.***



Comments:

1. *The off-line IDT group called the “BIO Swat Team” was very effective in terms of addressing necessary mitigation for the Biological Opinions. This should be repeated in future projects.*
2. *There is a lot of open-ended mitigation in the Bridge HPA that I am nervous about. The removal of all creosote foundations and terminals should have been included as direct upfront mitigation.*
3. *Because of the collaborative nature of the approach and various Hydraulic Project Approval drafts, we were able to develop a permit that met needs of the resource and WSDOT.*
4. *The environmental outcome was appropriate if the goal was to neutralize impacts to the extent possible. But, there will be adverse effects to eagles and murrelets that are not being offset, primarily because there is no known way to offset some of these impacts.*
5. *Due to various levels of mistrust and misunderstanding there were missed opportunities for the permitting agencies and WSDOT.*
6. *The issues surrounding stormwater discharge were not adequately addressed by WSDOT and Ecology.*
7. *The outcome was better because the resource agencies got to help select and design the graving facility. Many other issues were brought to the table, discussed, and resolved rather than being ignored.*
8. *For this and future floating bridge construction, a graving site will exist in which direct impacts are compensated. A graving site will exist where fish handling impacts would be reduced and unavoidable impacts already compensated.*

### 3.2.8 Feedback on the One-Stop Process

*“At least we’re trying to do something. It’s better than just complaining”*

#### **Hood Canal Bridge**

Part I of the Questionnaire contained questions relating to the level of understanding about how the IDT members understood the One-Stop Process. Less than half of the respondents reported that they were “confident” that they understood the Process. The group was certain, however, that this project did not serve as a good pilot for the proposed streamlining process.

*“This project was too big and complicated. It would be an appropriate project if the intent was to show that the One Stop process won’t work as envisioned.”*

*“The Process should be tested with a project that doesn’t have so many design constraints that an existing floating bridge has. It was kind of like trying to put on your sock after your shoe is on.”*

*“Streamlining and one-stop permitting may have had better results if there was the luxury of up-front planning time and the IDT Team had been formed earlier in the process. This was not possible because of the development of the process after the project was out of the gate. Although there was complexity with trying to meld individual permit processes into more of a collective process after an approach had been initiated, this led to some creative problem solving that will facilitate future permitting. Although working between two processes created some confusion and conflicts and created some first-time process delays, the federal and local permitting may have been facilitated by issue discussions at ID Team meetings and follow-up off-line meetings.”*

Perhaps as a result of this disparity between the One-Stop process and its applicability to this pilot project, the respondents were somewhat hesitant to cite any real “streamlining” success using steps outlined in the TPEAC process. Nevertheless, there were voluminous comments that fit into the three categories below:

#### **Positive Feedback:**

- 1. Although most of the One-Stop steps were not used and they didn’t have a chance to be tested. The formation of the IDT and general tasks of the IDT have occurred and have been very good.*
- 2. The IDT was a success of the Process, the facilitation and planning of the meetings was a key to good meetings and good use of the agencies. There was a lot of collaboration and communication. Information was shared, solutions were developed and parties with concern were there and supported by all. The IDT was consulted about key decisions such as choosing Port Angeles as the site.*
- 3. More informed decisions occurred and information was shared on how the agencies work internally.*
- 4. I think time was saved through an informal atmosphere. The process allowed some of the agencies to be creative, or take risks that they may not have taken in a normal process.*

5. *The process promoted discussion between WSDOT and the resource agencies to address environmental concerns. The interaction between the State and Federal resource agencies was probably enhanced during this process compared to other projects.*
6. *It's got great potential, There is a cooperative nature and format of meetings and of people involved. Good first effort towards streamlining processes.*
7. *There was a willingness to complete in time with the understanding of other agencies' limitations and their permit process.*
8. *Early involvement in developing JARPA was a success. It was efficient to working out avoidance and mitigation of impacts with other agencies.*
9. *Conflict resolution was a success.*
10. *Issues were brought to the table before design was complete, allowing regulatory agencies to give input that influenced the design prior to permit application submittal.*
11. *The group approach to agency feedback and permit application refinement is both a strength and a weakness of the One Stop process. However, this is even more true or exaggerated in the normal permit process with less "real" resolution of issues. In the normal process refinement occurs less and picking and choosing when to hold up an application occurs more.*

#### Negative Feedback on HCB Permitting Process/IDT:

1. *We're just doing business as usual with the addition of a monthly IDT meeting.*
2. *We did not do as good a job with scheduling and timeline. That could have made more of a difference. Environmental analysis (EA or SEPA) were not really included in the process. This allowed for less efficiency.*
3. *The process of cooperative permitting worked very well. However, it was not a One Stop process.*
4. *Far too many meeting were needed to conduct the process.*
5. *Consultation timeline was much too compressed due to the project being poorly defined when initiation occurred. This required an inappropriate amount of overtime put in at both the staff and management level of our agency. Some of the permit processes do not lend themselves to being done simultaneously.*
6. *A requirement that draft terms and conditions must be shared and discussed before all information was available to do necessary analysis is very difficult and very risky.*
7. *The concept of a "unified permit application" was a bit of a futile attempt with this project. It has been shown to be a less than useful endeavor for any project, given the diversity of agencies' issues and interests. Supplemental information will always need to be included with main JARPA, and that should be the focus of streamlining the permit application process.*
8. *Some agency representatives didn't have the authority to make commitments and the IDT often became a platform for one or two individuals with extreme positions that dominated the process.*

9. *It was tough to tell what was gained in the effort of streamlining. Example: Stormwater was an issue for both DOE and WDFW and pile driving was an issue for both WDFW and NOAA Fisheries. In both of these cases one agency should defer to the other to eliminate redundancy and possible conflicts with permit requirements.*

#### Negative Feedback on One-Stop Process in General

1. *One-stop permitting requires changes in WACs and Agencies Policies.*
2. *The changing nature of the concept of “Pilot projects” makes it difficult to design or test a one-stop methodology. While one-stop method was a priority in 2001, it is not clear it is still the priority for WSDOT or the legislature.*
3. *There was insufficient buy-off and acceptance of the One-Stop Process from all of the agencies involved. TPEAC decisions are not a good representation of the necessary commitments from resource agencies to implement those decisions. This is due to the low number of actual “voting” members on the Committee and the lack of clarity, consistency, and follow-up on the TPEAC decisions.*
4. *The dispute resolution process, adopting by TPEAC, is not supported by some of the participating agencies. The HCB project revised the process to try and seek a faster resolution.*
5. *There are no timelines imposed on WSDOT for completion of various work products in the process. The only time limits that are mandated relate to resource agency review time.*
6. *Resource agencies seem to take a “Tag Team” approach in order to use detailed information about a project in order to meddle in engineering minutia. The public will not tolerate frivolous spending on excessive engineering solutions.*
7. *One agency’s concern becomes every agencies’ concern. Much time is wasted discussing issues that are only relevant between the applicant and resource agency. Others are on the sidelines, not always, but usually just sitting and wasting their time.*
8. *Full-day meetings were too long and participation in all meetings is an inefficient use of time. Some things simply need to be done sequentially and do not fit into the parallel process approach.*
9. *Federal agencies aren’t under mandate to change – even if local federal contacts agreed to streamline, authority was often needed from higher out-of-state federal employees who had their own timeline.*

#### Recommendations of HCB IDT:

The following table was generated from responses to a question in the Exit Questionnaire that solicits a kind of “straw poll” vote about how the One-Stop Process can be improved.

**Part III # 19, Based on your experience with the One-Stop Process and IDT, which of the following should be included in the process?**

**Total WSDOT Respondents = 9**

**Total Non-WSDOT Respondents = 10**

Possible Components of One-Stop process: (in order of popularity)	Number of WSDOT Respondents who recommend this	Number of Non-WSDOT Respondents who recommend this	Total
Intent to eliminate conflicting permit conditions	9	6	15 (79%)
Agencies cooperate in setting master timelines and schedules	6	8	14 (74%)
Resource agencies and WSDOT share information and cooperate to the degree possible on designing the project and mitigation	5	9	14 (74%)
IDT includes tribal, state, local and federal participation	6	7	13 (68%)
Intent to eliminate duplicative permit conditions	8	5	13 (68%)
Formation of an interdisciplinary team (IDT)	5	7	12 (63%)
WSDOT negotiates permit conditions with permit agency	6	5	11 (58%)
Agencies assist WSDOT with completing the application(s)	5	6	11 (58%)
Multiple opportunities to work out permit conditions	5	6	11 (58%)
Informal steps for the applicant to question permit conditions	6	4	10 (53%)
Agencies share draft permits/terms and conditions with WSDOT	6	4	10 (53%)
Mitigation options are identified and evaluated on a watershed basis	4	6	10 (53%)
Combining public involvement process	5	3	8 (42%)
TPEAC issue resolution process	4	3	7 (37%)
Mandatory modification of permit timelines	5	0	5 (26%)
WSDOT drafts the permit language	4	1	5 (26%)
One single unified permit	4	0	4 (21%)
One single unified permit application	3	0	3 (16%)
Write-in: <i>Issue Resolution Process</i>		1	1 (5%)
Write-in: <i>WSDOT plays a role in preparing draft permit language</i>		1	1 (5%)
Write-in: <i>Mitigation sequencing is incorporated – avoidance is preferred. Unavoidable impacts are mitigated in-kind, on-site, and in advance first, are monitored for success of mitigation, and if not successful the additional mitigation is preferred.</i>		1	1 (5%)



Comments:

1. *There should be better clarity about when an IDT would be beneficial, what the IDT participants roles/responsibilities are, commitment to schedule, IDT role in developing schedule, early IDT participation when there is still time to figure out a reasonable schedule*
2. *Early agency involvement, at the time of project definition. Everyone seems to agree on the need for this specific aspect of the various streamlining processes. There is also a role for resource agencies before project definition, during planning. The Florida ETAT groups, which are standing, inter-agency committees are worth looking at due to their involvement in the planning through permitting stages of projects.*
3. *There should be less emphasis on one “unified” permit, and more emphasis on cooperative layering and sequencing of permits.*
4. *There should be a clear prioritization of liaison duties so that they can dedicate enough time to IDT participation without negative repercussions applied to the liaison program as a whole.*
5. *We need changes in legislation to force concurrent tasks by agencies and concurrent products. Also need more delineation of agency responsibilities, too many dealing with same issues.*
6. *In order for this process to work you must have people sitting at the table who are willing to be flexible and creative. They must have the authority of their agencies to make commitments and they need to check their egos at the door.*
7. *Pick an easier project to try this on and don’t automatically assume that all existing processes don’t work and need to be fixed.*
8. *Tap a project that is solely funded with State monies. Let us get our act together and then invite the federal resource agencies into a mature process whereby State agencies systematically work through issues in a way envisioned by the One-Stop’s authors.*
9. *Continue to encourage cross-functional teams to improve processes and develop external relationships of all state agencies. Senior Management needs to at least attend a few minutes for large project meetings (most of them) and stress the importance of the project and the impacts involved if the targeted dates are not met.*
10. *Develop a checklist for each resource agency to be given to DOT and use this checklist as an initial point to initiate the environmental review and analysis process.*
11. *The developing of a unified permit is absolutely necessary. But, the content of the permit should be established with meetings between relevant agencies before being used on a real-life project. Or at least before using on a project with very unique circumstances.*
12. *There is no such thing as a one-stop permit process. Also, there is overlapping jurisdiction that needs to be addressed.*
13. *WSDOT needs to look at its own application process to make sure that concerned agencies have the materials they need to make a good decision as soon as possible.*
14. *It is possible to involve too many people at once. Some of the activities that took place as a group could have been done on a one on one basis. Some of this did happen in the off-line meetings.*
15. *The process should have been better defined, by all the agencies involved, before a project was put through the test.*
16. *Federal agencies need to be involved in order to positively affect permit streamlining.*
17. *The project needs to be better defined before submitting permit applications.*
18. *The value of the process is that most of the agencies with a stake in the project were willing and available to discuss the issues and resolve conflicting environmental requirements, even those federal agencies that are not voting members. However, since all agencies have different jurisdictions, resources of concern, and areas of expertise, the process did not seem “one stop” or streamlined. It seemed that the most effective meetings were off-line meetings.*
19. *There maybe should be another pilot to test one-stop process fully.*

20. *The concept of a Unified Permit Application is problematic because it compiles too much information for an efficient review of specific parts/analyses. For example, detailed engineering drawings would be needed by our agency mostly for those portions of the transportation project that are in or over waters. This problem could be resolved by electronic interfacing in many cases.*
21. *They need to determine why the delay occurs and start reforming from that point. No one in the IDT has even discussed why the delay occurs. What are we streamlining?*
22. *Stop creating new processes without perfecting the old process. What I can see at the legislative level is the creation of processes without the knowledge of past processes (positives and negatives). They need to allow for the perfecting of a process.*

## **SR 24 Yakima Bridge (Feedback on One-Stop Process)**

### **Positive Feedback:**

1. *Excellent process, but still in the early stage.*
2. *There was good interagency coordination, especially state and local. Openness of WSDOT regional staff. This fosters better partnerships and “big picture” project evaluation.*
3. *This was a good attempt to deal with permit issues during design of the project. Cooperation and collaboration by all permit agencies to resolve conflicting requirements.*
4. *Get all agency perspectives in a setting where they can be easily discussed. Good setting for dissemination of “cutting edge science.”*
5. *I saw the possibility of it working, with the right project and a more transparent process.*
6. *Good mechanism to ensure proper analysis and documentation prior to permitting/consultation.*
7. *All parties had the ability to get their issue on the table and before the group. Agencies realized what their responsibility was and initiated and started working on those issues (i.e., Yakima County Flood Control District is now looking at the floodplain issues in the area; Yakima County is in the process of redesigning their roadway network in the area; Floodplain issues in the area are major and varied, what someone wants may not be what someone else wants.)*
8. *The evaluation of the need for a broader flood control strategy for this reach of the Yakima River.*
9. *There is a wider understanding of floodplain issues, and a vision of setting a process for gap to gap grew out of this effort.*

### **Negative feedback:**

1. *This project depended upon the participation of multiple players – some who were not at the table (Army Corps and landowners). The desire to meet original publicized result (move freeway to north alignment) overshadowed an objective review of alternatives. Decision was made and advertised in media before analysis was completed.*
2. *TPEAC should have picked a pilot project that was better defined than this one. SR 24 by itself would have been fine, but combined with Gap to Gap complicated things.*
3. *The preferred alternative selected prior to impact information made available.*
4. *One Stop Process for permits being issued still does not speed up the process.*
5. *Too many people involved can potentially delay process.*
6. *The process seems to work very well, but it comes at a high cost in terms of agency time/involvement.*

## **Consequences of Funding Peaks and Valleys**

Due to the lack of construction funds and suspension of the IDT, the SR 24 Mid-Point Questionnaire included an additional question about the consequences of funding peaks and valleys relative to project streamlining and goals. Some of the comments on this question were as follows:

1. *The peaks and valleys are really applying to the construction, not the permit streamlining effort that I am involved in. The funding really starts hitting a project when the costly construction and detailed design have to be done. Perhaps that is included in WSDOT's view of permit streamlining, but agencies are largely done when the permitting is done. It's up to WSDOT to get it funded and built according to permits.*
2. *The overall transportation funds are distributed on a biennium to biennium basis and do not provide for continuous and long term funding. Extended periods of time necessary to get through the environmental process, documentation and permitting, exceeds the transportation funding mechanism. There is uncertainty by DOT and the resource agencies that their time and effort has been well spent.*
3. *Significant timing delays will be created because funding is currently being eliminated for this project.*
4. *The consequences of unevenly unstable funding relative to SR 24 project streamlining and goals have been negative. Uncertainty of outcome fostered apathy and negativity at times.*
5. *This project was initially proposed for construction in 2003. Now it may very well be that construction will occur in 2013! My concern is that the time spent on this project has been wasted as much of this work will likely need to be re-done.*
6. *Much effort was put into this project and critical funding to see implementation through has been lost! If the project would have been done on its own, it may have been further along.*
7. *TPEAC should have piloted a project that would be implemented. We are now at the place where we have to park the whole project. This leaves the TPEAC process hanging.*
8. *We may not build this potentially very beneficial project that helps the environment, transportation and accommodates growth in locations that make sense outside of the existing floodplain.*

#### Recommendations from the SR 24 IDT:

1. *Continuing and on-going communication between the DOT, agencies, public, tribes, etc. is the key to getting anything accomplished from start to finish. Being honest and truthful with your partners will build the trust needed to get through the complicated environmental process, documentation, permitting and construction. The work at the local level will lead to this trust relationship and success by all parties. Attempting to force things from above could undermine local working relationships and trust.*
2. *Ensure federal participation.*
3. *Regulatory agencies have to set aside their suspicions/prejudices against infrastructure projects and focus their energies on creating a better project, not NO project.*
4. *Need impact information disseminated, and discussion, "prior to" preferred alternative selection by WSDOT.*
5. *There isn't always a better way to do things. Sometimes it's better to have faith in existing processes.*
6. *Change the paradigm at WSDOT that assumes that they are the ultimate decision makers.*



*“Instead of having a project build a team, we should have the team build the project.”*

### 4.1 Summary

The Hood Canal Bridge IDT established the following Purpose and Mission in its Team Charter:

**Achieve all project permits by November 2002 using the flexibilities and innovations envisioned within ESB 6188 and the 7- Step Pilot Permitting Process developed by the One-Stop Permitting Subcommittee.**

**The team will work together to build trust, using frequent and effective communication to identify issues and analyze problems resulting in a consolidated permit approval for the Hood Canal Bridge Retrofit Project by November 2002. We will:**

Identify critical paths, set time lines, and establish roles and responsibilities for team members, developing focused action groups as necessary to expedite the work

- Determine the appropriate level of detail required to support streamlining so that a good project description, adequate design detail and critical construction methods are provided for permit application and review
- Compile applications and conduct concurrent or group reviews as appropriate, contributing to the development of a joint public review
- Incorporate mitigation sequencing, provide guidelines and develop standards where possible
- Document the process and evaluate the pilot process in a concise and easily understood manner

Although the ambitious November target date (which was not a date developed by the IDT scheduling process) was not met, the results of the questionnaires indicate that progress was made in accordance with the stated mission. Many of the negative comments related to the success of the IDT could be attributed to a lack of uniform understanding of what result “streamlining” should have or could have made for this project. Many participants also suggest that the success of streamlining attempts cannot be effectively measured in this case due to the project design (floating bridge and graving dock), large scale, unique set of environmental impacts and permitting complexity (i.e. the interdependent relationship between the mitigation plans needed for the HPA, the Federal Services Biological Opinion, Coast Guard Section 9, Army Corps Section 404, and Ecology’s 401 and CZM permits).

The positive feedback on the cooperative nature of the IDT process indicates that the measurement of total elapsed time between pre-application and permit issuance does not reflect many of the potential efficiencies gained from interagency coordination.

## **4.2 Recommendations**

Some of the feedback and recommendations from the IDT participants has been captured in the draft Guidance document for “Interagency Project Teams.” The following list synthesizes some of these recommendations and adds a few more.

1. Continue to test/pilot the IDT concept and process tools (scheduling, permitting process, dispute resolution etc.) on other projects.
2. The Interagency Team should be convened earlier in the process, even if it’s only for a few meetings. These meetings, at the pre SEPA or NEPA stage, could be held where the purpose is to discuss the project design, identify resources, concerns and issues as a foundation for environmental review and permitting and for identifying the timing for subsequent IPT participation. The team should identify known critical resource locations that might be affected by highway construction. Restoration and restoration opportunities in the vicinity or watershed could be identified and advance mitigation or mitigation banking opportunities could be developed.
3. Individual IDT’s (IPTs) should scope out and adopt their own set of streamlining objectives to help answer the question “what will permit streamlining look like for this project?” and “do we have the resources and motivation to commit to a process that could involve more upfront work in exchange for added efficiencies and better outcomes later in the process?”
4. Future IDTs (IPTs) should adopt efficient communication strategies by using tools developed by the pilots, using more electronic tools, organizing meetings according to participants’ interests and increasing the use of off-line meetings with improved documentation of decisions and assignments.
5. The “One-Stop” permitting process could be revised to accommodate the complexities and timelines of different projects. The concept of a “unified permit application” should be revisited to reflect the issues reported by the HCB IDT, the upcoming report related to the “Integrated Permitting System” and by survey respondents for the Permit Streamlining White Papers Project.
6. The concept of regional “standing committees” that can serve as interagency teams for multiple projects of differing complexities and permitting stages should be investigated as a potential replacement of the “project by project” team approach. This is the format that the NEPA/404 merger process (Signatory Agency Committee) has adopted as is the proposed model for the Multiple Agency Transportation Permit Teams (MATP Teams). It is also being tested by Florida’s Department of Transportation as a model for streamlined project permitting. This concept could be analyzed as a potential remedy for the reported IDT problems associated with general group process pitfalls as well as the lack of agency participation, excessive demands on staff resources and the perception that agencies may not be represented by the appropriate staff.

7. The permitting schedule was a useful tool that could be improved to include more details of the permitting process (e.g. interim milestones, adequate review time and steps needed for issue resolution etc.). The schedule needs to be revised regularly, particularly when there are delays in information exchange, issue resolution and other problems. The reasons for schedule delays should be understood by the IDT and recorded for future reference.
8. The IDTs (IPTs) should consider incorporating a public involvement component to the IDT process. This could include coordinated informal briefings, public meetings and additional informational outreach on an IDT website.
9. The HCB IDT tested some tools for efficient issue identification and resolution processes. These could be further tested and refined. The “four questions” exercise that was used for the permitting of the Graving Dock and the “issue sheets” that were updated regularly can be applied to other projects. A multi-step issue resolution process should be proposed, accepted and reviewed regularly by the IDT (IPT) for issues that are “ripe” for entry into the resolution process. A key step at the beginning of any issue resolution process (and one that the entire IDT could assist with) is the identification of missing information that could facilitate an agreeable decision before the issue is elevated within the agencies.
10. Although there was not adequate time for a watershed analysis in the Hood Canal Bridge project, the mitigation options and resulting project outcomes would have benefited from a watershed-based planning effort early in the project scoping/planning stages. Early documentation of avoidance, minimization and compensatory mitigation options that address the project’s cumulative impacts hold promise for improving permitting efficiency and environmental outcome as well as reducing project costs. The proposed watershed characterization methodology of the Watershed-based Mitigation subcommittee should be supported and applied to appropriate transportation projects.





# APPENDIX 1 LIST OF SURVEY QUESTIONS

## **A. IDT group structure and process**

(timing of IDT, charter, team composition, meetings, off-line meetings)

(II 1.) Rate/evaluate the usefulness of the following organizational and substantive tasks of the IDT in terms of being appropriate tools for permit streamlining and amount of time that was spent on them. (Answers were based on a rating of 1-5 (*from Very Appropriate to Very Inappropriate*) and fill-in answers provided additional feedback and recommendations for improvement.

- Developing a charter
- Defining the project's impacts
- Providing input on permit application data and permit detail
- Reviewing comments on the permit application(s)
- Providing input on avoidance, minimization, and place of mitigation and permit conditions
- Setting a master timeline and schedule
- Addressing agency resource needs
- Dispute resolution process
- Using the charter
- Maintaining and updating the timeline and schedule

(II 2.) Rate/evaluate the level of involvement of appropriate agencies, tribes, and private/public discipline experts on the HCB ID Team. (*Very Appropriate to Very Inappropriate*)

(I 3.) As a IDT member, what level of decision-making are you authorized to make? (*Choices included: Permit decisions, NEPA/SEPA decisions, advisory capacity, other*)

(III 3.) What is the role of the IDT members? (*choices included: communicating their agency's perspective to the IDT, keeping their agency appropriately informed about the project, coordinating permit issues with their agency's permit decision-makers and staff with expertise, act as their agency's point of contact on IDT issues, providing agency policy and decision making role, other?*)

(III 4.) Rate/evaluate your own role on the IDT as far as communicating my agency's perspective and keeping my agency appropriately informed and engaged. (*Very Effective to Very Ineffective*)

(III 5.) Rate/evaluate how other agency participants on the IDT met the needs of the process. (*Very well to Not well at all*).

(III 1.) Rate/evaluate the off-line meeting process (scheduling, reporting, etc.) (*Very Effective to Very Ineffective*).

(III 2.) Rate/evaluate the usefulness of off-line meetings for identifying and resolving issues between all concerned parties. (*Very Useful to Not Useful at All*).

(II 14.) Rate/evaluate the anticipated added efficiency of having access to electronic information and electronic management tools. (*Very Efficient to Very Inefficient*). Prioritize a list of items that would be helpful to have electronically (*list includes JARPA, project website etc.*)

## **B. Permitting Process and Schedule**

(II 3.) Rate/evaluate the influence on the process of the IDT's participation in setting a master timeline and schedule. (*Very Positively to Very Negatively*)

(II 4.) Were the permit applications for the project submitted simultaneously?

(II 5.) Rate/evaluate the completeness of the submitted applications for the project. (*Very Complete to Very Incomplete*)

**(II 6.)** Rate/evaluate the efficiency of the overall process for submittal of applications for the project. *(Very Efficient to Not Efficient At All)*

**(II 6a.)** Rate/evaluate the effectiveness of how project changes were handled. *(Very Effectively to Very Ineffectively)*

**(III 7.)** Rate/evaluate the usefulness of the schedule as a tool for the enhancement/improvement of your agency's participation in this project. *(Very Useful to Not Useful at All)*

**(III 8.)** Rate/evaluate the extent to which the schedule contained an appropriate level of detail related to interim milestones and other important points of information exchange. *(Very Appropriate to Very Inappropriate)*

**(III 9.)** What format for the schedule worked best for your agency? (i.e. word document e-mail, color copy handed out at the meetings, etc.)

**(III 10.)** What suggestions do you have to improve the scheduling process (i.e. more frequent updates, different software, more guidance etc.)

**(III 11.)** Looking back, rate/evaluate the timing of the permit applications and supporting information to allow for review. *(Very Timely to Very Untimely)*

### **C. Project Description and Issue identification**

**(III 12.) a.** Rate/evaluate the completeness of the application when submitted. *(Very Complete to Very Incomplete)*

**(III 13.)** As a representative of WSDOT, rate/evaluate the communication of resource agencies related to the issues and information needs of those agencies for submission of a complete application. *(Very Clearly Communicated to Very Unclearly Communicated)*.

**(III 14.)** As a representative of a permitting agency, rate/evaluate your communication of issues and information needs in order for WSDOT to submit a complete application. *(Very Clearly Communicated to Very Unclearly Communicated)*

**(II 10.)** Rate the timing of the identification of environmental and permit issues. *(Very Timely to Very Untimely)*

**(II 11.)** Rate/evaluate the Team's assisting with decision-making, the sharing of issues, concerns, and solutions. *(Very Collaborative to Not Collaborative at All)*

**(II 12.)** Rate/evaluate the timing of the resolution of problematic environmental and permit issues. *(Very Timely to Very Untimely)*

### **D. Dispute Resolution**

**(II 13.)** Have you used the TPEAC Dispute Resolution Process?

**(II 13b)** What steps in the process were used and what was the subject of the dispute?

**(II 13c)** Rate/evaluate the timing for the dispute resolution process. *(Very Well to Very Poorly)*

**(II 13.e)** How was the issue in dispute identified by the parties. *(Very Clearly to Very Unclearly)*

**(II 13 g)** Rate the appropriateness of the process of resolving the issues..*(Very Appropriate to Very Inappropriate)*

### **E. Public Involvement**

**(II 7.)** Rate/evaluate whether the public review processes was concurrent. *(Always Concurrent to Never Concurrent)*

**(II 8.)** Rate/evaluate the public involvement process including public information availability during the first steps of the process through public review of the unified permit application. *(Very Good to Very Poor)*

**(II 9.)** Rate/evaluate whether the public hearings were unified. *(All Unified to None Unified)*

### **F Mitigation and Project Outcomes**

**(III 15.)** Rate/evaluate the resulting project improvements, permit conditions and associated mitigation. *(Very Appropriate to Very Inappropriate)*

**(III 16.)** In the end, the application of the IDT/permit streamlining process resulted in the following permitting/project delivery efficiencies:

**(III 17.)** In the end, the application of the IDT/permit streamlining process resulted in an overall environmental outcome that was:

**(III 18.)** In the end, the lack of additional permit streamlining/efficiencies resulted in:

**(II 16.)** Rate/evaluate the IDT process related to achieving the Critical Success Factors<sup>2</sup> for the TPEAC effort and for achieving the end result of reducing permit process delays and their negative effects for this project, the use of staff resources to participate in the process. *(Very Efficient to Not Efficient at All)*

**(III 23.)** Were there any unanticipated outcomes (good or bad) from using this process?

**(III 20.)** What was improved since the last time you completed this questionnaire?

**(III 21.)** What needs more improvement?

### **G. Feedback on One-stop process**

**(I 6.)** What is your understanding of the One Stop Process adopted by TPEAC? (check all that apply):

- Formation of an interdisciplinary team (IDT)
- IDT includes tribal, state, local, and federal participation
- One single unified permit application
- One single unified permit
- Intent to eliminate duplicative permit conditions
- Intent to eliminate conflicting permit conditions
- WSDOT drafts the permit language
- Combining public involvement processes
- Agencies cooperate in setting master timelines and schedules
- Mandatory modification of permit timelines
- Resource agencies and WSDOT share information and cooperate to the degree possible, on designing the project, and mitigation
- Agencies assist WSDOT with completing the application(s)
- TPEAC issue resolution process
- Informal steps for the applicant to question permit conditions
- Multiple opportunities to work out permit conditions
- Applicant negotiates permit conditions with permit agency

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<sup>2</sup> Critical Success Factors have been identified as:

- Permit streamlining results in efficient, timely project completion
- There are clear responsibilities between agencies and consistency with local jurisdictions
- Environmental standards are met and mitigation practices are improved

**(I 7.)** Rate/evaluate whether you fully understand the One Stop Process. *(Very Confident to Very Unsure)*

**(II 15)** Of the One-Stop Process Steps that were implemented by this IDT, rate/evaluate how they functioned. *(Very Well to Not Well at All)*

**(II 17.)** Rate/evaluate the use of the Hood Canal Bridge project as a pilot to test the One Stop Process. *(Very Appropriate to Very Inappropriate)*

**(II 18.)** What two things do you like least about the One Stop Process?

**(II 19)** What two things do you like most about the One Stop Process?

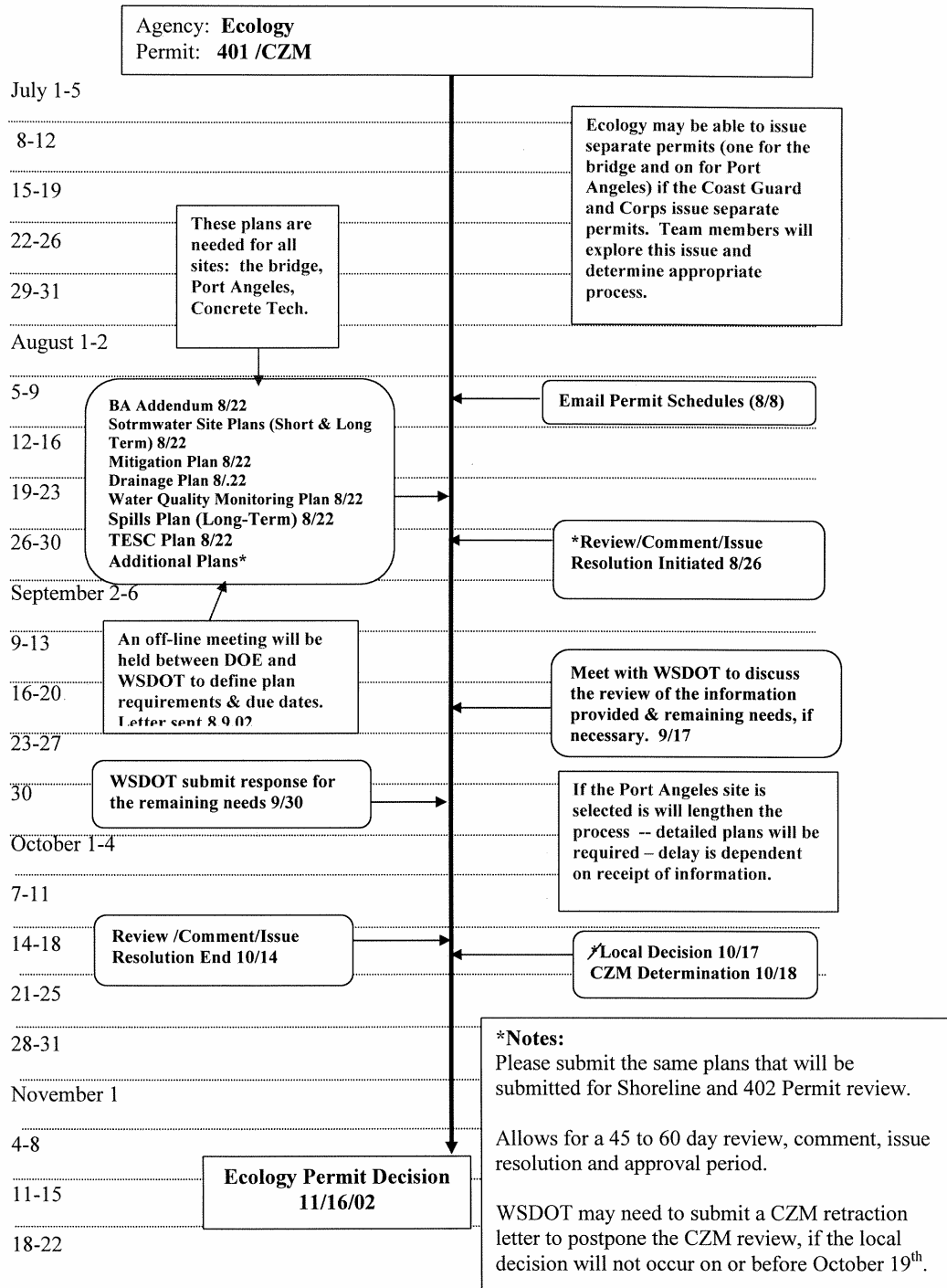
**(II 20.)** If you could tell the creators of the process one thing, what would it be?

**(III 19.)** Based on my experience with the One Stop Process and IDT, I think the following aspects should be included in the process:

- Formation of an interdisciplinary team (IDT)
- IDT includes tribal, state, local, and federal participation
- One single unified permit application
- One single unified permit
- Intent to eliminate duplicative permit conditions
- Intent to eliminate conflicting permit conditions
- WSDOT drafts the permit language
- Combining public involvement processes
- Agencies cooperate in setting master timelines and schedules
- Mandatory modification of permit timelines
- Resource agencies and WSDOT share information and cooperate to the degree possible, on designing the project, and mitigation
- Agencies assist WSDOT with completing the application(s)
- TPEAC issue resolution process
- Informal steps for the applicant to question permit conditions
- Multiple opportunities to work out permit conditions
- WSDOT negotiates permit conditions with permit agency
- Agencies share draft permits/terms and conditions with WSDOT
- Mitigation options are identified and evaluated on a watershed basis

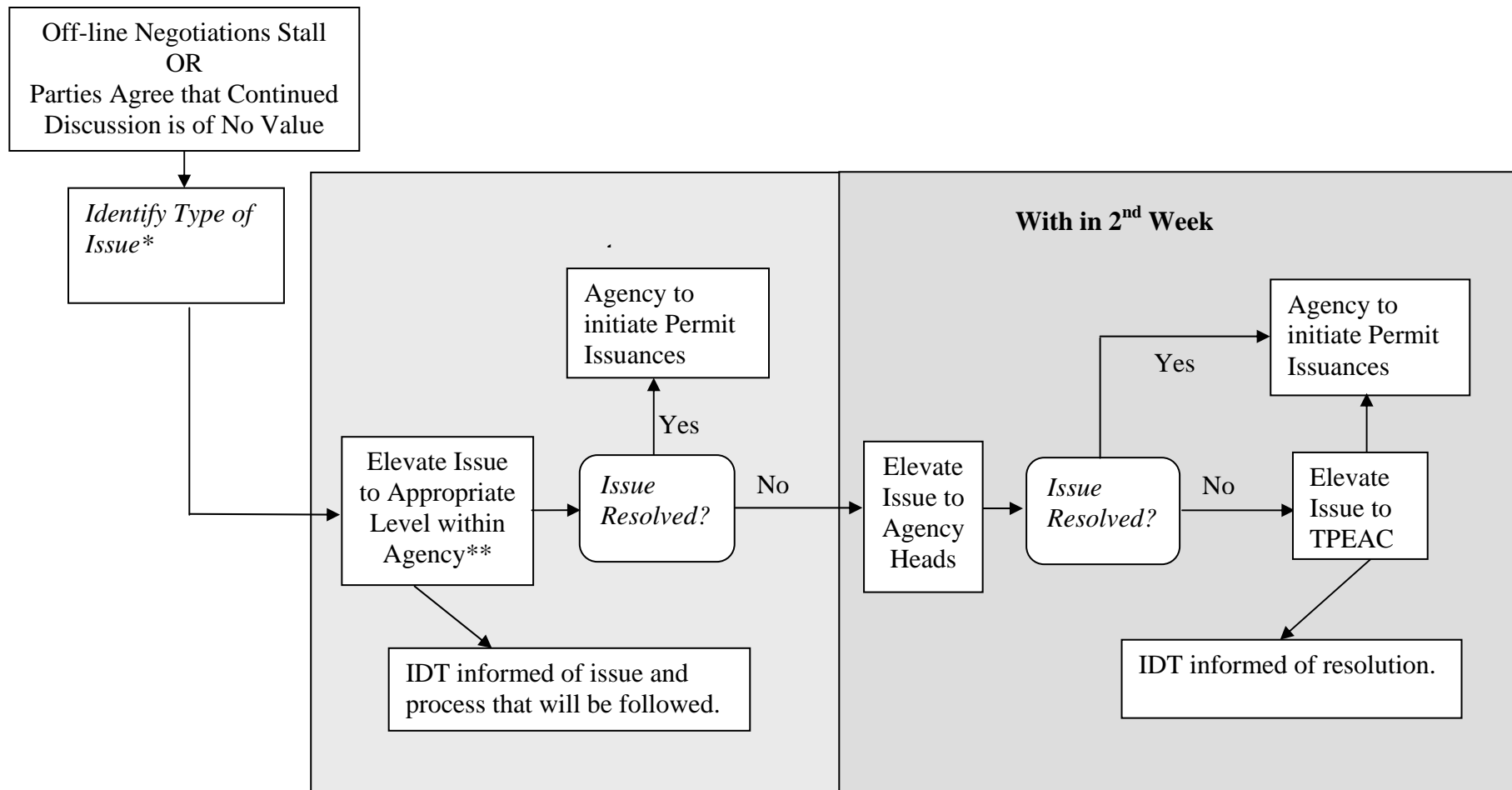
**(III 22.)** How did you or your organization actively contribute to permit streamlining for this project?

## APPENDIX 2 SAMPLE SCHEDULING TOOL FROM HOOD CANAL BRIDGE





### APPENDIX 3 HOOD CANAL BRIDGE ISSUE RESOLUTION PROCESS



\* A one-paragraph definition of the issue will be prepared by WSDOT, defining the problem in simple terms.

\*\* The IDT member representing the Agency with permitting authority will determine what the "appropriate level" is for issue resolution.





## **Appendix 4 One-Stop Permitting Process**

### **ONE-STOP PERMITTING PROCESS AS ADOPTED BY TPEAC MAY 8, 2002**

#### **Preface**

Inherent in the successful implementation of this process, is collaborative and timely action on the part of all agency staff to address issues associated with environmental review and permitting. Steps 1-6 of this process shall constitute the one-stop permitting process. Dispute resolution, when necessary, is intended to resolve disputes in a timely fashion as they may arise. This process is applicable to TPEAC designated pilot projects and to projects of statewide significance.

#### **Step1: Project Definition / Interdisciplinary Teams**

Appropriate agencies will be contacted at the onset of Project Definition for the formation of Interdisciplinary (ID) Teams for projects not covered by programmatic permits. ID Teams of WSDOT, permitting/resource agency, affected tribes, and private or public sector discipline experts (including engineers) will be chartered and convened to: define the project's impacts; elicit input from the agencies and others for the level of detail, appropriate avoidance, minimization and type and place of mitigation and conditions for the permit; set a master timeline and schedule; and address agency resource needs, consistent with Chapter 47.06C RCW. The ID Team will remain in existence from Project Definition into Design through Plans Specifications & Estimates (PS&E) and construction, in order to influence and respond to design and construction changes.

The ID Team will develop a charter to address such items as permitting and meeting schedules, communication protocol, and other coordination issues. The time period for Step 1 could range from one meeting to in excess of one year, depending upon the complexity of the project.

#### **Step 2: Unified Permit Application (WSDOT prepared)**

This collaborative effort would then be reflected in a unified permit application drafted by WSDOT and submitted to the agencies for concurrent review. To facilitate the process, WSDOT may consider requesting a waiver of applicable permit timelines.

#### **Step 3.**

The unified permit application will be submitted to the agencies for independent review and to initiate public involvement processes in conformity with applicable statutes, regulations, and policies. Agencies will conduct their public review processes concurrently, including unified public hearings, to the extent possible. Upon submission to the agencies, the permit application is a matter of public record and is available for public review through WSDOT.

#### **Step 4.**

The IDT will be reconvened to go over the comments. Each agency will follow its own procedures and work with WSDOT to revise the permit application to incorporate conditions required by the respective agencies. The IDT will update the schedule established in Step 1, as it pertains to Step 5 re-submittal of the unified permit application.

#### **Step 5: 30 Day Final Agency Permit Application Review – Approval Step**

WSDOT will resubmit the unified permit application to all agencies for final review. All reviews of the final document will be completed within thirty days, at which time the permitting agencies will act upon the application by either issuing the permit or returning the application without approval. If the application is

returned without approval, the permitting agency must identify errors or omissions and any remaining specific deficiencies or circumstances that must be met or addressed to be compliant with applicable law. Agencies withholding approval have this one opportunity to identify permit application deficiencies.

## **Step 6: Deficiency Review/Final Action**

*WSDOT may revise the permit application as warranted and resubmit the application to the permitting agency, which will have 30 days from receipt of the revised permit application to take final action.*

## **Dispute Resolution**

It is possible that disputes may arise among agencies represented on the ID Team at any of the steps in the One Stop Permitting Process. Every effort should be made to resolve such disputes at the agency level. Disputes in the permitting process, up to but not including final action, that cannot be resolved at the agency level will be addressed by the Dispute Resolution Process established by the TPEAC Committee. Disputes relating to final actions taken by a permitting agency will be resolved through the appropriate statutory appeal process set forth for each respective action. The dispute resolution process may not abrogate or supplant any appeal right of any party under existing statutes.